



REPORT  
ON THE  
ADMINISTRATION  
OF THE  
UNITED PROVINCES OF AGRA AND OUDH  
1911-1912.

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A L L A H A B A D :  
PRINTED BY F. LUKER, SUPDT., GOVERNMENT PRESS, UNITED PROVINCES.  
1 9 1 2 ;  
Price, Rs. 2 (3s.)



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# REPORT

ON THE

## Administration of the United Provinces of Agra and Oudh.

1911-1912.

### PART I.

#### GENERAL SUMMARY.

1. Sir Leslie Alexander Selim Porter, K.C.S.I., was in charge of the provinces from the 31st March 1911 to the 16th December 1911. For the rest of the year Sir John Prescott Hewett, G.C.S.I., C.I.E., held charge.

Changes in  
the adminis-  
tration.

2. In this report, the first since the new census was taken, is incorporated information which is brought together only every ten years. There is no difference between the nature of the information given in 1901-2, when the "red letter paragraphs" were last compiled, and that given on the present occasion, save that the historical summary in section 3 is considerably longer. It has been divided into 9 parts: political history, land revenue and agriculture, famine, local self-government, police, education, industrial progress, moral progress and decentralization. The division has been made for convenience alone: all these subjects save the last were dealt with in 1901-2, in chronological order. Decentralization has become a matter of importance since the inquiry of the Royal Commission on Decentralization, and the chief changes made in consequence of their recommendations have been exhibited together. The historical portion is in sum a skeleton history of the province from prehistoric times to the present day.

Introductory.

3. The principal events of the year were first and foremost, the Coronation Darbar of Their Majesties at Delhi in December 1911, which casts into the shade all other events: the constitution of the Family Domains of the Maharaja of Benares into a Native State under a ruling chief; the revival of a new Jhansi Commissionership; the passing of the new United Provinces Court of Wards Act (IV of 1912); the completion of the Senate House of the Allahabad University, and the opening of the King George's Medical College at Lucknow.

Principal  
events of the  
year.

4. In the reports of all departments save one there are signs of increasing progress and prosperity. The monsoon was on the whole favourable, though certain breaks caused anxiety for a time and the kharif was under normal. On the other hand late rains and winter rains resulted in a bumper rabi which equalized matters. Prices rose only for a while and were on the whole normal. Trade was excellent. But mortality was exceedingly high, a fact which throws a dark shadow on the otherwise pleasant picture of the year. The deaths exceeded the births by 1.11 per 1,000 of population, a fact due to the prevalence of plague and cholera. The mortality from plague has been exceeded only once, in 1905: the death rate was over 7 per mille. Mortality from fever rose slightly, though it was on the whole mild. There was very little cattle disease of

Condition  
of the people.

**Census.**

5. The census report has now been published. The most important feature in that report is plague. Plague colours the whole situation: whether it be the growth of population, or its distribution, whether by locality, by age, by civil condition, by caste or occupation, the changes which have occurred can generally be traced back to plague. There was a total loss of population of 1 per cent.; the loss in the number of females was even higher, and the proportion of women to men is smaller than it has ever been, a most serious fact in a population where males are always in excess. The provincial population is more than ever agricultural: or to state the position more accurately has, more than ever, returned itself as chiefly dependent on agriculture. There has however been a great impetus given to industries: but as this impetus has largely consisted in the substitution of machinery for hand labour, the immediate result has been that fewer are on the whole engaged in non-agricultural pursuits than of old.

**Land revenue.**

6. The total demand for land revenue was 851 lakhs, a decrease of 83 lakhs chiefly due to reduction of the arrear demand and under the head of agricultural advances. The collections were excellent, falling short of the enforceable demand by some 9 lakhs only, of which 8 lakhs were on account of land. The demand for loans under Act XII of 1884 was doubled, owing to the doubtful character of the monsoon and the floods of October 1910. Satisfactory progress was made in the recovery of outstanding loans, though, owing to new loans, the principal demand at the end of the year decreased only by some 3 lakhs. There was a fall in the advances for masonry wells, in view of the rains, which continued late and consequently favourable from the point of view of decreasing the need for artificial irrigation.

**Settlements.**

7. Regular settlements were in progress in two districts during the year. It was also found necessary to carry out a summary revision of revenue in Muttra. Final orders were passed in the resettlement of certain mahals in Shahjahanpur, and it was decided to resettle the cis-Jumna tracts of the Allahabad district.

**Land records.**

8. Little of importance occurred in the Land Records department during the year. The staff of one district was materially strengthened, and the maps of several others were corrected. Some of the tests of land records had to be reduced owing to census operations, on which the majority of the staff were engaged.

**Court of Wards.**

9. The Court of Wards shared in the general increase of agricultural prosperity. New estates to the number of 16 with an aggregate rent-roll of nearly 12 lakhs were taken under management during the year and 11 estates with a rent-roll of some 6½ lakhs were released. Collections during the year were good, amounting to 97·2 per cent. of the recoverable demand. Over 84 lakhs of debt were liquidated: the cost of income rose, but only by a fraction (8·4 per cent. from 8·1 per cent.).

**Rent litigation.**

10. The amount of rent litigation in Agra is still high though there has been a further decrease. In Oudh the decrease was much more marked. In Agra there has been no appreciable change in the large number of suits for arrears of rent: in Oudh however there has been a marked fall. The area affected by ejectment suits in Agra amounted to 219,967 acres and was less than the similar area in 1910-11 by 5 per cent.; the area protected from arbitrary ejectment under the provisions of the Agra Tenancy Act, 1901, has steadily increased and now amounts to 68 per cent. of the area.

11. There was an increase in crime of 2·3 per cent. This was greatest in the case of offences against property. A considerable rise was recorded in the number of dacoities : but effective action has already been taken to put a stop to this species of crime, which is chiefly due to the criminal tribes of the provinces. Apart from the increased activity of these human pests, the cause of the increase in crime is said to be the feeling of insecurity produced by the uncertainty of the rains, and so far as crimes against the person are concerned, the abnormal heat which led to bad temper and quarrelling. The use of the preventive sections of the Criminal Procedure Code decreased, but the number of names on the surveillance registers increased. Kanjars gave much trouble in some parts. The Salvation Army's work of reformation has had good results and has expanded in a most remarkable manner. The Criminal Investigation department added another year of good and steady though unostentatious work to its record.

Police.

12. The number of criminal trials rose considerably in Agra and indeed established a record : in Oudh the increase was smaller. In both provinces though the volume of crime increased this increase was almost entirely confined to petty offences. There was a greater number of sentences of transportation in Agra, but these sentences in Oudh and sentences of death in both provinces decreased. In Agra there was a rise in the number of persons sentenced to rigorous imprisonment, but not in Oudh. There were appreciably more appeals in Agra and fewer in Oudh : but the ratio of successful cases did not alter.

Criminal  
justice.

13. The floating population of the prisons and the daily average population both decreased, a fact due largely to the Coronation Darbar remissions. There was a noticeable decrease in the number of punishments, and of these most were of a minor character. There were only 135 serious offences. The cost of prisons increased, chiefly because of the diminished number of prisoners. Considering this decrease, the cash profits of the jail industries, which were but slightly under the figure of 1910, were most satisfactory. The health of the prisoners was excellent and the death rate the lowest on record. The Bareilly juvenile jail continued to flourish : it is under consideration to establish a second reformatory and special courts for juvenile offenders.

Prisons.

14. The number of civil suits instituted in 1910 was unprecedentedly high owing to special causes, and a large decrease in the succeeding year was not therefore strange. The number of appeals rose in both provinces, but the pending file in Oudh was none the less diminished. The village courts showed few signs of vitality : there was a fall in their number in both provinces. The addition, in all, of 9 benches of honorary munsifs and 3 honorary munsifs sitting singly will probably be a useful accession to the strength of the judiciary. The percentage of fructuous applications for executions of decrees rose slightly in each province.

Civil justice.

15. The number of documents registered decreased by 7½ per cent., a return to the normal after the inflated returns of the previous year.

Registration.

16. Municipalities are still undergoing a period of transition in several directions. The results of the changes introduced as the result of the recommendations of the Royal Commission on Decentralization, especially that connected with the substitution of non-official for official members, are still in progress, as is the interest taken by the

Municipal-  
ities.



members of the boards in their duties. The impending abolition of octroi in many municipalities is another direction in which change is being made. No less than 20 towns have prepared schemes of direct taxation to replace octroi. Revised rules prescribing the qualifications of electors and candidates have been sanctioned for 52 towns; whilst several towns have been energetic in overhauling or adding to their bye-laws and regulations.

The income of boards rose from Rs. 70,38,285 to Rs. 73,18,523 while the grants given to municipalities increased to the record figure of nearly 17 lakhs as against a sum of under 4 lakhs in the former year; of the total  $4\frac{1}{2}$  lakhs came from provincial revenues,  $3\frac{1}{2}$  lakhs from a recurring 5 lakh assignment granted from imperial revenues for sanitary purposes, and nearly  $9\frac{1}{2}$  lakhs from a special donation from the same source and for the same purpose. The greater part of this, nearly 15 lakhs, was devoted to drainage schemes and water works. The chief new drainage projects to be financed from these grants are in Allahabad, Mussoroo, Benares, Aligarh and Hapur. Loans have also been made to certain municipalities. Nine and a half lakhs was spent on water works as against  $7\frac{1}{2}$  lakhs in the former year: Mirzapur and Jhansi have considerable new water works projects in hand. There was a considerable expenditure on drainage in Lucknow, Moradabad and elsewhere. Expenditure on education, save for a single special grant, remained stationary. The rate of mortality was very high: it exceeded 70 per 1,000 in 8 towns and between 60 and 70 in 10 more; whilst the death rate amongst infants rose to the appalling figure of 317 per 1,000.

#### District boards.

17. District boards show a steady increase in administrative efficiency and a correspondingly growing sense of financial responsibility. Some progress has been made on the development of tahsil committees and it is on these lines and not in the direction of forming sub-district boards that advances will be made for some time to come.

The revenue of the boards rose by nearly a lakh and a half due to increased provincial contributions.

Education shows marked signs of progress due chiefly to previous grants by Government but also in a less degree to unaided private effort. The number of schools and scholars has risen very appreciably: schools outnumbering those of last year by more than eight hundred, and the school going population exceeding by no less than 10 per cent. the figures for the previous year. There has been a general rise in the pay of teachers—an essential preliminary to educational advance.

The provinces were visited by an epidemic of plague severer than in any previous year with the solitary exception of 1905, and in addition to the very heavy mortality due to this cause cholera carried off more than a lakh of victims. Dispensaries can do little for these two dread diseases: and the determining factor in the number of patients treated at dispensaries is malaria. The year under report was healthy as regards the scourge and the attendance shows a natural decrease assisted to some extent by the popularity of the travelling dispensaries. A falling off in the number of patients at dispensaries can be safely regarded with satisfaction as showing, apart from plague and cholera, better general health throughout the provinces as the result of less malaria. The popularity and usefulness of the dispensaries is beyond question. Two large hospitals—one at Meerut and one at Haldwani—have been opened.

private individuals contributed generously towards medical relief in the year under report. Vaccination continued to grow in popularity.

Until the importance and necessity of improved sanitation in villages is recognized by the people at large, progress in this respect must of necessity be slow: but this year more than half a lakh was expended; almost double the amount of the previous year.

The adequate supervision of village drainage is now under the consideration of Government, and experiments have already been made in this direction in several districts.

18. The scientific study of agriculture should receive a certain impetus from the opening of the new college and research laboratories at Cawnpore. There has been a great deal of experimental work during the year of various kinds. There are now nine seed depôts in the province: but well-boring operations have been on a smaller scale than in the former year, owing to the favourable nature of the season and the difficulty of getting labour. There are many indications of growing interest in scientific agriculture amongst the people, especially in the case of landlords who cultivate their own lands. Agriculture.

19. There is little to notice in connection with veterinary matters, save a very great decrease in cattle disease of all kinds, a considerable growth of public confidence in the department as exemplified by early reports of disease, and increasing interest in breeding of all kinds, especially perhaps in mule breeding. Progress at the Kheri farm for bull breeding has been so rapid that it is probable that the first batch of bulls will be issued to the stud several months before the expected time. Civil  
Veterinary  
department.

20. Co-operation continues to make most satisfactory progress. The number of societies and their memberships rose, and so did the capital available. A satisfactory feature in the movement is the growing connection with joint-stock banks. The reorganization of the district banks on true co-operative principles was steadily carried on; whilst there is a considerable demand for men trained by the department in co-operative principles and methods to supply staff and supervising agency for the various types of societies. The movement has led to many improvements of all kinds, social, industrial and even moral. Almost the only case of non-success is found in a productive association at Benares. Many societies are in close touch with the agricultural department. Co-operative  
credit  
societies.

21. The revenue from the forests continues to increase. The timber markets in both circles were good, whilst in the Eastern circle the market for firewood was also excellent. The year was not favourable for fire protection in the Western circle owing to a light monsoon and severe hot weather and only 97·4 per cent. of the protected area was kept safe. In the Eastern circle matters were but little better in this respect. The volume of offences was on the whole normal, but few were serious. Forests.

22. There was a slight decrease in the number of hands employed in the cotton industry, chiefly in cotton ginning and pressing factories: the decrease is localized in Moradabad. Activity in the sugar industry increased, but the lac industry of Mirzapur all but died out, a fact which is said to be due to a very heavy fall in the price of lac. There were eight weaving schools at work which did satisfactorily. Both imports and exports show a satisfactory increase in bulk and value. The articles of import that Manufactures  
and trade.

chiefly showed increases were coal, coke, railway plant and rolling stock, grains and unrefined sugar: but the increases were on the whole general. The increase of exports was chiefly of grains, sugar, fodder and wood. The trade with Tibet showed an increase, chiefly of salt and wool, as regards import, and of grain as regards export. The trade with Nepal showed small increase in bulk, but, especially as regards imports, a considerable increase in value, due to increases under costly articles such as catechu, gum and spices.

**Public works.**

23. The expenditure on public works aggregated over 103 lakhs, or 2 lakhs more than the previous year. Of imperial works completed during the year, the treasure vaults in the Allahabad Fort deserve mention, whilst progress was made with a new telegraph office at Cawnpore, a new city post office at Benares, and post office buildings at Allahabad, Agra and Lucknow. Amongst provincial works that have been completed, may be mentioned the Collector's court at Jaunpur, the Basti high school, a block of the Training College and a new boarding house for the Muir Central College (both at Allahabad), four industrial schools, the Government press office buildings and the Meerut Hospital, the college buildings of King George's Medical College at Lucknow, the Canning College buildings at Lucknow and the Sanskrit library at Benares. One hundred and fifty-five miles of new metalled roads were completed and 85 miles of avenue planted. The usual navigation works on the Ganges and Ghagra were carried out.

**Canals and irrigation.**

24. The total capital expenditure on canals was nearly 22 lakhs or Rs. 30,000 less than in the previous year and was divided in the proportion of 9 to 11 between protective and productive works. Of the protective works, the Gangao dam on the Ken river, the Dhasan canal in Hamirpur and the Ghorī canal in Mirzapur were the chief; of the productive works, the Hathras branch of the Ganges canal was alone important. Some of the principal works under consideration during the year were the Majhgawan tank and canal in Hamirpur and the Ghaggar canal in Mirzapur, for which estimates have been sanctioned, whilst the estimates for the Belan canal in Allahabad, the Barwar lake scheme in Jhansi, and the Gorai canal in Mirzapur were in course of preparation. Further, the project for permanent masonry head works for the upper Ganges canal has been sanctioned by the Secretary of State, and the estimates for the great Sardar-Ganges-Jumna feeder project were submitted to the Government of India. The gross receipts fell by about  $\frac{1}{2}$  lakh; the net profit after deduction of all capital outlay, interest charges and working expenses was over 20 lakhs. The irrigated area rose by over 170,000 acres; the estimated value of crops raised by canal irrigation was rather more than 12 crores of rupees.

**Provincial finance**

25. As compared with the accounts of 1910-11 provincial revenues improved under most of the important heads except land revenue, stamps and irrigation. Expenditure also increased. As compared with the budget receipts were better by 28·86 lakhs whilst expenditure fell short of it by 8·19 lakhs. The special subsidies received from the Government of India of 8,00 for sanitation, of 1,00 for agriculture and allied objects and of 5,40 to cover Royal Bonus payments, as also the increase in the provincial share of forest and excise receipts under the revised settlement, account chiefly for the improvement in the provincial increase. The fall in expenditure was mainly owing to the non-utilization of part of the Government of India's special grants for education and sanitation made in the

preceding year, but included for expenditure in the budget of the year under review. The year closed with a balance of 88·35 lakhs, or considerably in excess of the prescribed minimum, but it has to be remembered that this surplus included the Government of India's grants for sanitation and agriculture to which reference has already been made and which were earmarked for expenditure in 1912-13, as also the unutilized balance (7·61) of the special grants for education and sanitation received from the Imperial Government in 1910-11. Important changes were made in the details of the provincial settlement, whereby the fixed assignments of the former settlement were replaced by a larger provincial share of growing revenues (forests, the whole and excise three-fourths, instead of half in each case, are the two chief items concerned). The result is that the fixed adjusting entry has been converted from an addition to provincial funds of 2·12, into a deduction from provincial funds of 15·38.

26. The real receipts from excise rose by over 9 lakhs to 110·80 lakhs: most of the increase was obtained from country liquor and was due to continued prosperity. The contract system continued to work well, and proved a success in Bundelkhand where it was introduced for the first time. The question of extending the system still further was examined, but until the native distiller has acquired the means and ability to run an up-to-date distillery, the probable result of such extension would be his extermination. Consumption of liquor rose by 9·6 per cent. as was natural in a year which was marked by low prices, good wages, bumper crops and a favourable marriage season. Yet drunkenness as usual was an almost negligible quantity: there were only 1,708 convictions in a population of 47 millions, and of these a part at least was due to increased activity on the part of the police. The majority of cases of course were in cities: yet in the big trading centre of Cawnpore the figure was only one case per 10,000 inhabitants. There was an increase in revenue from opium, but consumption remained stationary, for the rise that might have been expected with the increase of prosperity, was counter-balanced by the success of the measures taken to check opium smuggling. There was a considerable increase in the consumption of ganja and a smaller one in the consumption of charas. From an administrative point of view the most important matters were the campaigns against opium smuggling and cocaine eating and smuggling. Cocaine and its use are becoming a serious problem: the drug is growing in popularity, and prevention of smuggling is exceedingly difficult owing to its small bulk and the ease with which it can be destroyed when danger threatens. Owing to the enormous profits that can be made, the penal clauses of the Act are proving ineffective as a deterrent. At the same time it has been shown that the physical effects of this vice are more serious than in any other known form of intoxication. There was a considerable increase of offences under the Excise and Opium Acts, due in part to greater energy in the direction of prevention and detection.

27. After the inflated figures of 1910-11, a decrease of 10 lakhs to 110·45 lakhs in the receipts from the sale of stamps was not unexpected. The income tax collections rose by some Rs. 80,000, but the final demand for the two years varied very little.

Stamps and  
income tax.

28. The year was far from healthy and the deaths exceeded the births by over 1 per 1,000. Fever was as usual the chief cause of mortality, but the figure of deaths from fever only rose by 17,000 and remained low.

Public health.

Deaths from cholera rose by 15,000 to nearly 118,000. There were some severe outbreaks of the disease at different times of the year in almost all the divisions. The number of deaths from plague rose to 332,000, a figure which has only once been exceeded, in 1905; it was widespread and only 6 districts had under 100 deaths. The birth rate rose from 41·8 to 43·8 per 1,000 (calculating the rates on the same population): the death rate rose to 44·9, the highest rate recorded by any province. The infantile death rate was 254·2, which though considerably higher than in 1910 was still slightly under the decennial average. Attempts are being made to train the native midwives in cleaner methods, but it is an uphill task, and only a partial remedy. Malaria and its after-effects; ignorance on the subject of feeding the infant (especially of artificial feeding) are other potent causes which contribute to the enormous wastage of infant life. A malarial survey of Meerut was carried out and experiments made in the prophylactic issue of quinine to school children.

**Medical relief.**

29. The number of patients treated at the various hospitals and dispensaries fell by 240,000, or 9·1 per cent., a result due to the comparative absence of malaria which usually accounts for a large proportion of the patients attending hospitals. The most important events of the year were the opening of King George's Medical College and of the Ludovic Porter Hospital at Meerut.

**Sanitation.**

30. Nearly 7½ lakhs was spent on sanitary schemes by municipalities mostly on drainage works. The water works stations worked satisfactorily. The Sanitary Board held five meetings; it had at its disposal 15½ lakhs for distribution. All the large fairs passed off successfully, and there were very few cases of death from epidemic diseases of any kind. The Jhula fair at Ajodhya had however to be prohibited owing to the prevalence of cholera in the vicinity.

**Vaccination.**

31. The total number of vaccinations increased considerably, from 1,405,923 to 1,484,653, and no less than 97·5 per cent. of primary vaccinations and 78·1 of re-vaccinations were successful. There were only 1,479 deaths from small-pox.

**Education.**

32. The chief event of the year so far as education is concerned is the large amount of additional money that has been allotted to it, amounting to nearly 16 lakhs non-recurring and 7 lakhs recurring (the Darbar grant); the latter is for primary education, whilst 6½ lakhs non-recurring and over 1 lakh recurring have also been granted or promised for different educational objects. The University has created a special board for Biology and separate boards for Physics and Chemistry. Its Senate hall was completed, and it has enough money in hand to pay for its proposed Law College buildings. There has also been much progress made with collegiate buildings: the Canning College has been, and Saint John's College at Agra is being transformed. The number of educational institutions has increased by 1,038 and the number of students by some 67,000. The number of collegiate students increased slightly. The number of secondary schools rose by 10, and there was an increase of scholars both in the vernacular and Anglo-vernacular schools. There were both fewer candidates and fewer successes in the matriculation examination, but this was counterbalanced by an increase of candidates for the school leaving certificate examination. The number of candidates for the vernacular final examination declined, as did the number of successes, a result due to the higher standard of knowledge which was demanded. The number of primary

schools rose by 192 to 9,240 and of scholars by 40,000 to 479,561. Though the qualifications of teachers continue to improve the material is not the best available, for graduates of a good class do not yet take up the teaching profession. The various technical and industrial schools are on the whole flourishing: the school of arts and crafts at Lucknow, the carpentry school at Bareilly and the weaving station at Benares have all been opened and the start made by the first two at all events is most promising. The institutions of all kinds for female education have increased slightly, whilst the number of scholars has increased considerably. The difficulty of finding competent teachers is as serious as ever: and, generally speaking, though there is no marked change in the position—one of indifference or toleration on the part of the public, of alternate progress and retrogression, reflecting the changes in local interest,—yet so much may be said that there appears to be a gradually increasing desire to give more education to girls, as well as education to more girls. The former fact is shown by the steady tendency for primary schools to raise their standards; the latter by the general increase in schools and scholars.

33. The literary output has shown a considerable and general decline, a fact the less to be regretted, as there is no improvement in its quality. Religious works were popular, but save one historical and one legal work, there was no publication of any kind with much claim to distinction. The tone of the press continued to improve, but the relations between the two religious parties showed no improvement. No prosecution under the Press Act, 1910, was required and only 4 editors were called on to find security. Literature and the press.

34. Nearly Rs. 70,000 were spent on the conservation of Muhammadan and Christian monuments. Of these the most important were Akbar's palace in the Agra Fort and the Zanana palace in the Allahabad Fort. The repair of the well-known Dhamekh stupa at Sarnath was the most important work undertaken by the Hindu and Buddhist department. Excavations were in progress at Kasia in Gorakhpur and yielded some interesting discoveries. Archaeology.



## PART II.

### DEPARTMENTAL CHAPTERS.

#### CHAPTER I.—PHYSICAL AND POLITICAL GEOGRAPHY.

##### 1.—Physical features area climate and chief staples

1. The provinces lie between north latitude  $23^{\circ} 52'$  (Mirzapur district) and  $31^{\circ} 18'$  (Tehri State), and east longitude  $77^{\circ} 3'$  (Muzaffarnagar district) and  $84^{\circ} 39'$  (Ballia district). Exclusive of Native States (5,994 square miles) they cover 106,333 square miles, and include four distinct tracts of country, namely (a) portions of the Himalayas, (b) Sub-Himalayan tracts, (c) the Great Gangetic plain and (d) portions of the Vindhya and East Satpuras.

General  
description.

(a) *The Himalayas*.—The outer ranges of hills rise quickly from the submontane tracts to a height of 8,000 feet and finally mount to the snow-clad peaks of Trisul, Nanda Kot and Nanda Devi (25,645 feet). These mountainous regions include some of the wildest and most magnificent country in the whole range of the Himalayas.

(b) *Sub-Himalayas*.—The submontane tract between the Ganges and the Sarda has three distinct portions. At the foot of the hills runs the *Bhabar*, a belt of boulders and montanic detritus, clothed like the hill sides above it, with forests and gashed by mountain torrents. The surface is so porous that the drainage from above sinks beneath it to emerge in the swamps lower down. The *Tarai* lying between the Bhabar and the plains is a zone of marshy land, covered for the most part with thick jungle and tall grass, the haunt of beasts and pestilent to man. The *plains* which partake, more or less, of the nature of the Tarai, chiefly in their northern portions, form a sloping tract, practically free from the Himalayan system; though low hills are found in some parts.

(c) *The Great Gangetic plain*.—The Doab, or tract between the Jumna and the Ganges, forms a gently sloping plain of alluvial soil. In the west of Agra low stone ridges and hillocks (outlying spurs of the Aravallis) form a feature of the landscape. This portion is by far the most prosperous in the provinces and is protected by canals. The tract between the Ganges and the Gogra is generally fertile, cultivable and more populated. There are no canals in Oudh.

(d) *The Vindhyas and East Satpuras*.—On the south-west and south lie two tracts belonging to the natural divisions of India which differ considerably from the main portions of the provinces. British Bundelkhand, forming part of the great Central Indian plateau, is broken up by low rocky hills, spurs of the Vindhyas. The soil is rocky and infertile, water scarce, and cultivation precarious. South Mirzapur, made up of the East Satpuras, consists of a wilderness of hill and valley, jungle and forest, ravine and crag with here and there hill encircled alluvial basins.

2. There are three seasons. The cold season begins in October and in March changes gradually to the hot weather; about the middle of June the hot weather gives way abruptly to the rains; and the rains again change gradually into the cold weather. In point of humidity and temperature, the province lies half-way between Bengal and the Punjab. The rainfall varies from 30 to 46 inches in the plains. It decreases slowly from the south-east towards the north-west until the influence of the Himalayas is experienced when there is a considerable increase. The temperature in the hot weather ranges from  $86^{\circ}$  to  $115^{\circ}$  F. and even higher, in the shade. In the lower districts, at this season, the heat is intense, but dry, and the prevailing winds are west; in the upper and eastern districts the heat is less and comparatively moist, and the prevailing winds are east.

Climate.

3. The Himalayan and submontane tracts are clothed and skirted with forests. All the important ones except the interior portion of

Forests.



Kumaun, which are now in process of settlement, have been reserved. There are also tracts of reserved forest in the southern hills of Jhansi and Banda. With reference to the remainder of the provinces the Government have approved of an enquiry being made as to what areas are suitable for afforestation. The railway systems have been considerably extended during the decade and this has greatly facilitated the exploitation and disposal of forest produce, with a corresponding steady increase in revenue.

**Minerals.**

4. Of the minerals of economic value, graphite has been recorded from Kumaun; coal is known to exist in south Mirzapur but has not been worked at profit. Orpiment, a sulphide of arsenic, has been found lying among the morainic material of the Shankalpa glacier. Copper occurs widely disseminated in the slaty series and sometimes forms distinct lodes of value in Kumaun: ferruginous schists sometimes rich in iron occur under similar geological conditions. Sandstones of good quality are obtained in the Mirzapur district. A few other minerals of little value occur in various places.

**Rivers and  
river action.**

5. The Ganges and its principal affluents, the Jumna, Ramganga and Ghogra rise in the Himalaya and meet within the province. Each has numerous affluents: the general drainage of the country is towards the south-east.

6. These rivers are the life of the country, feeding the canals and maintaining the water level. Their geological action is as yet uncertain: but they are constantly modifying the lands adjacent to them, shifting their beds at the smallest obstruction. Their deep streams corrode the high ground, and alluvial flats are gradually piled up in the shallows. Their tributaries, dry in the hot weather and held back in the rains when the main river is in flood, get choked at their mouths and assist the process of deposition. The deposit is greatest when the floods of the rainy season are subsiding. In a strong current the heavy particles of sand alone have time to settle: in a sluggish current the lighter particles of clay are also deposited. The edges of the river are therefore generally sandy, whilst at a little distance the soil is loamy. Tamarisk bushes grow in the sand, and by degrees serve the purpose of catching the particles of clay by breaking the force of the flood. The rivers are now little used for traffic.

**Communica-  
tions.**

7. The provinces are well served by railways and roads; of the former 4,917 miles are open for traffic and 316 miles are under construction or are about to be constructed.

The railways are as a rule well provided with feeder roads. Six such roads to the Shahdara (Delhi) Saharanpur Light Railway are at present being made from Provincial funds.

The metalling of gaps of the unmetalled portions of district roads to provide through communication has been completed between Lucknow and Benares via Rae Bareilly and Partabgarh; and the work of metalling the gaps between (1) Cawnpore and Agra via Etawah and (2) Fyzabad and Sitapur via Gonda and Bahraich are in progress.

There are 6,832 miles of metalled and 24,649 miles of unmetalled roads in the provinces.

**Irrigation  
works and  
irrigation.**

8. The Ganges-Jumna Doab is intersected by the Upper and Lower Ganges and Eastern Jumna canal systems which draw their supplies from its liminary rivers. Outside the Doab are the Rohilkhand and Bijnor canals north of the Ganges and the Agra, Betwa, Pahuj-Garhman, Dhasan and Ken canals, and numerous lakes and tanks south of the Jumna river. The major productive works comprise the Upper and Lower Ganges, Eastern Jumna, Agra, Bijnor and Dun canals. Minor productive works are represented by the Rohilkhand canals and lakes and tanks. The protective works are the Betwa, Ken, Dhasan and Pahuj-Garhman canals. Altogether there are 1,809 miles of canals and branches and 9,485 miles of distributaries open for irrigation, 3,628 miles of drainage cuts, and 337 miles of escapes, navigation channels, mill runs, &c. In the last 5 years the area irrigated annually by these works has averaged 2,696,008 acres.

**Upper Ganges  
canal.**

9. The Upper Ganges canal, which is the biggest work in the province and ranks with the greatest irrigation works in the world, is taken from the river Ganges where it leaves the hills some two miles above Hardwar. In

the first twenty miles of its course, it passes four considerable torrents, which carry large volumes of water in the rainy season. The first two are carried in massive masonry superpassages over the canal; the third negotiates the canal by a level-crossing fitted with drop-gates; and the canal is taken over the fourth by the famous Solani aqueduct near Rurki. The total length of the main canal is 213 miles, navigable throughout. In 1905-6, 1,369,393 acres were actually watered from it, and when fully developed it will be capable of supplying  $1\frac{1}{2}$  million acres.

10. The Lower Ganges canal is taken from the Ganges river at Narora, 149 miles below Hardwar. It is carried across the Kali nadi by a fine aqueduct at Nadrai, 33 miles from its head, and 21 and 28 miles lower down intersects the Cawnpore and Etawah branches of the Upper Ganges canal. These branches used to be fed from the latter canal, but are now, below the point of intersection, part of the Lower canal system. The Cawnpore branch is navigable throughout and with the Upper Ganges canal affords connection from Hardwar to Cawnpore. The maximum annual area hitherto irrigated was in 1907-8, when 1,163,747 acres were watered from it. It is estimated that it will be capable of irrigating about  $1\frac{3}{4}$  million acres when fully developed. The other canals do not call for special notice.

Lower Ganges  
canal.

11. The canal system has of late years been considerably extended and improved, and the telegraph lines put up purely for the purpose of controlling their supplies of water and its distribution in the most economical and advantageous manner now measure 1,900 miles.

12. Wells are of even greater value than canals to the provinces as a whole. Their nature varies widely; the principal classes are rock wells, spring wells and percolation wells. Wells sunk in rock are found only in the south of the provinces, and as a rule yield a small and precarious supply. Spring wells in the alluvial country are those which are carried down to an impervious stratum below water-level: on the piercing of this stratum water flows into the well in quantities that depend on the local subterranean conditions. The impervious stratum, which forms the necessary support of such wells, is found at a practicable depth generally, but not universally, throughout the Benares division, South Oudh and the greater part of the Doab: in some favoured localities the firmness of the sub-soil makes it unnecessary to line the shaft of the well, but as a rule lining is required, and takes the form either of a cylinder of solid masonry sunk into the ground or of a circular wall of bricks built up from the bottom of the well. Where spring wells are not possible, and particularly in Rohilkhand and North Oudh, percolation wells are relied on. These consist of a hole sunk far enough below the water-level to form a collecting chamber for the water: in some cases they are lined with masonry or wood but more often they are unprotected, except for a layer of wattle-work, and in such cases their life is short, large numbers failing after a single season's use. Broadly speaking, the percolation is inferior to the spring well, yielding a smaller supply and being more liable to fail. The number of masonry spring wells has increased rapidly in recent years, but there is still room for many more: their construction depends mainly on the supply of capital.

Wells and  
other sources  
of irrigation.

The larger rivers lie as a rule too far below the surface of the country to permit of direct irrigation: where the levels permit the smaller streams are dammed during the autumn to supply irrigation throughout the cold weather. The broad, shallow expanses of water, which under the name of *jhils* are so prominent a feature of the landscape in Oudh and the eastern districts, are similarly used for irrigation so long as they retain water, as are the excavated tanks where these exist. In the hilly country south of the Jumna reservoirs are constructed by embankments thrown across drainage lines at convenient points: the larger reservoirs feed minor canal systems, while the smaller are of little use for direct irrigation, but perform the most valuable function of maintaining the supply of water in the wells that lie below them. On the gentler slopes of Bundelkhand substantial field embankments are made to check erosion and retain the moisture in the ground where it falls. During the last decade much importance has been attached to the construction and maintenance of such reservoirs and

Soils.

embankments as the most practicable policy towards the protection of large areas from the worst effects of drought.

13. In the Himalayan tract cultivation is limited to the flat hill-tops, the more gradual slopes which are laboriously terraced, and small areas of alluvial soil in the valleys. The soils are of local origin and their composition depends on the nature of the rocks in the locality; but from their position they are usually rich in organic matter.

14. The soils of the Gangetic plain as far as the line of the Jumna\* consist of the detritus of the Himalayas, which has been graded at the time of deposit by the differential action of running water, and appears sometimes as sand, sometimes as clay and more generally as loam: the distinctions between these classes rest on the average size of the particles rather than on differences in chemical composition. Potash and phosphoric acid are as a rule present in sufficient quantities, and the amount of nitrogen is the limiting factor in production. The light sandy soils are deficient in the power of retaining moisture and also in the supply of nitrogen. The loam is easy to work and responds readily to tillage, irrigation and nitrogenous manuring; the land adjoining inhabited sites, which receives most of the manure and also the organic refuse of the population, is often exceedingly productive. The heavier clays present difficulties in tillage owing to the hardness of the surface when dry; and the heaviest clay of all is usually uncultivable with the means at the disposal of the people, while the accumulation of alkaline salts due to absence of effective percolation forms an additional obstacle to its utilization.

A different soil is found in the extreme north-east of the plains, chiefly in the Gorakhpur district. It is known as *bhat*, and its distinctive characteristic is a high proportion of lime rendering it peculiarly retentive of moisture.

The surface of the Gangetic plain is broken by the newer valleys of the large rivers. The soils in these valleys consist ordinarily of coarse river sand with a deposit of finer material on top, and their productive powers depend almost entirely on the depth of the finer deposit. Their quality may vary from year to year according to the nature of the deposit left by the annual floods of the river.

15. The plain south of the Jumna consists of alluvial soil from the heights of Central India. The level-ground is ordinarily a black friable soil (known as *mar*), peculiarly retentive of moisture and difficult to till when wet. When not properly tilled, it becomes occupied with the deep-rooted and persistent grass known as *kans*, which when once firmly established cannot be eradicated with the existing resources of the people. The black soil plain is cut up into strips by the rivers and streams, and as a rule the slopes towards these drainage lines are characterised first by inferior *mar* and an allied soil (known as *kabar*) which dries very quickly: then by more denuded soil passing into a net-work of ravines that is constantly extending. Above the black soil plain there is ordinarily a belt of mixed soil leading to the red soil tracts further south. These consist of thin soils formed *in situ* from the underlying rock (in some places sandstone, in others gneiss); their value depends on close cultivation, irrigation and manure, and where these conditions are wanting long periods of fallow are required after a few seasons' cropping.

Chief staples.

16. The crops grown vary with the soil and climate and also with the resources of the people. Rice, which requires a stiff soil and abundant moisture, is thus the chief rains crop in the north and east of the province, while it is of little importance in the drier western districts. In the small holdings of the east the raising of food-crops is the most important consideration, while cultivators of the larger holdings can pay more attention to crops for the market. The chief food-crops grown in the rains are (i) maize, and the early millets (*kodon*, *mandua*, *sawan* and others), which have a very short season: (ii) early rice, which is sown broadcast and matures about September: (iii) the late millets *guar* and *bajra* and the pulses (*urd*, *mung*

\* The dividing line is only approximate. Himalayan alluvium is found in some places south of the Jumna and Central Indian alluvium north of it while occasionally the soil consists of a mixture of the two.

and *moth*), which mature about November : (iv) late rice which is transplanted from the nurseries in July or August and does not mature until November or December. Before these last are harvested sowings for the winter season have begun, the chief food-crops being wheat, barley and a variety of pulses. Of these wheat is the most expensive and the most profitable : and though it is a food-crop it is only the richer cultivators who can afford to retain it for consumption. The commonest autumn-sown pulse is gram, but field-peas and lentils are sown on a large scale, and these are supplemented by the produce of the larger chick-pea (*arhar*), which though sown with the late millets in July occupies the ground after they are harvested and matures in April.

The third or summer season is of less importance, but contributes in some districts a substantial addition to the food supply, chiefly in the form of melons, various kinds of gourds and the small millet known generally as *chelma* but spoken of in Oudh as *sawan*. In addition to wheat, which as has been indicated is largely grown for the market, the chief staples of commercial importance are sugarcane, cotton, oilseeds and poppy. The wheats grown vary in quality : a hard grain is preferred for local consumption but the soft white wheat of the Meerut division is at the present time in most demand for export to Europe. Sugarcane is planted in the spring and occupies the ground for nearly a full year. The canes are usually of the hard, thin type, and their sugar content varies within very wide limits. Most of the juice is used for the manufacture of the compost of sugar and molasses known as *gur*, which is the ordinary form of consumption : the rest is made into sugar by laborious but wasteful indigenous processes, the substitution for which of more modern methods is an urgent matter in the interests of the growers.

Cotton is sown when the rains break, or earlier if water is available to flush the fields, and picked between October and December. The varieties established in the provinces are hardy and fairly prolific, but the staple is exceedingly short and the price correspondingly low. Experiments are now being carried out to establish the best varieties and produce an improved class.

The chief oilseeds are, in the rains *til* or *ginjelly*, and in the winter linseed and rapeseed ; but poppy-seed and castor-seed are also important from the commercial standpoint. While large areas are sown with oilseeds as the only crop, the bulk of the produce is yielded by land in which they have been sown in lines or borders subsidiary to a food-crop.

Poppy is sown only under licence from Government and on condition that the opium extracted is sold to the Government factory. The area licensed has been recently reduced owing to the contraction of the external markets.

17. The course of cropping is affected from year to year by the nature of the sowing seasons and by the position of the markets. The principal extensions in recent years have occurred in the case of wheat and cotton, and (particularly in the case of the latter) are due in large measure to improved railway facilities ; but allowance must also be made for the fact that the dry seasons which have characterised the last decade have favoured these crops. The area under sugarcane has tended to fall in the tracts where sugar is largely made, while it has extended in the *gur*-making tract of the upper Doab : the area under poppy has been limited as has been noticed above, and the successful competition of the synthetic product has reduced the area under indigo to an almost insignificant figure. Among the food-crops maize continues to increase in popularity, while the recent dry seasons have led to a contraction of the area under rice.

18. The chief exports of the provinces consist of agricultural produce, and represent the surplus available after local needs have been met : they must therefore vary widely from year to year with the nature of the preceding seasons. Thus the net exports of wheat were less than 75,000 tons in 1908-9, the year following on the last disastrous drought, but in 1910-11 they exceeded 400,000 tons. Similarly 250,000 tons of oilseeds were exported in the earlier year, but over 400,000 tons in the latter. Looking at the figures for a series of years it may be said that, subject to the influence of adverse seasons, there has been a tendency towards expansion in the

Variations in  
crops.

Exports.

exports of wheat, oilseeds, cotton and to a less extent raw sugar, while the trade in hemp-fibre, though much less in volume than the staples named, has increased by one-half. On the other hand the export of indigo is now barely one-fifth of what it was ten years ago.

## 2.—Political.

(For details see the annual reports on the administration of the Rampur, Tehri, and Benares States.)

### RAMPUR.

Revenue  
administra-  
tion.

19. The financial position of the State was satisfactory and showed an improvement on the figures of last year. The cash balance at the beginning of the year was over 11½ lakhs: at the end of the year there was a surplus of nearly 13½ lakhs. Collections totalled 42½ lakhs as against 42½ in the previous year; 4½ lakhs of the demand was outstanding, of which 3 lakhs was on account of land revenue. The old arrears which amounted to 2½ lakhs at the beginning of the year were reduced to 2½ lakhs by the end of it.

General.

20. In October 1911 the heir apparent, His Highness Sahibzada Hasan Ali Khan Bahadur, died in the 11th year of his age. His Highness the Nawab, who is Aide-de-Camp to His Majesty the King-Emperor, had been unavoidably prevented by serious illness from attending the Coronation in London. He was however present at His Majesty's Darbar in Delhi and was invested by His Majesty with the insignia of Knight Grand Cross of the Royal Victorian Order.

In lieu of a promised donation, His Highness gave the Bhawali estate near Naini Tal to the Committee of the Provincial Memorial Fund to his late Majesty King Edward VII, as a site for a consumptive sanatorium.

Agriculture.

21. Heavy rains during September 1910 caused severe floods which damaged the crops of villages near rivers and in low-lying tracts. Later on the rabi was damaged by an excess of moisture and the west winds. The result was a reduction of 4,067 acres in the cultivated area, which was 389,894 acres.

General  
condition of  
the people.

22. Though the outturn was below normal, no serious inconvenience was felt. Prices did not rise, as the shortage of food crops was remedied by imports. The wages of agricultural labour sank, but there was ample work obtainable on canals, roads and buildings, and the general level of the wages of labour remained at its former height.

Excise.

23. The excise demand of the year increased from 1,22, to 1,38.

Police.

24. There was a trifling increase in crime (849 cases reported as against 836 in the previous year). This increase is chiefly in cases of burglary and theft. There is a marked advance in the number of cases convicted.

A new magisterial court with certain summary powers has been established during the year.

Medical.

The relations with the British police continue to be satisfactory.

25. There was a sharp outbreak of plague which lasted for over seven months. There was a decrease of 930 births and an increase of 6,191 deaths as against the figures of last year; deaths exceeded births by over 5,000.

Education.

26. The number of schools decreased by one, but the number of pupils increased from 5,062 to 5,351, as did the daily average attendance. This increase is general in all stages of education. The High School had a creditable record of successes at the university matriculation examinations.

### TEHRI.

27. The gross receipts amounted to Rs. 6,86,522 as against Rs. 6,57,840 in the previous year. The closing balance was 11½ lakhs as against 15½ in 1910-11: the decrease is due to extraordinary expenses of a non-recurring nature. The crop outturn was satisfactory. Prices rose to some extent, but so did wages. The general health of the State was satisfactory, and vaccination, which was first introduced last year, continues to make good progress: 10,177 persons were treated. There has been an increase in the number of village schools. The marriage of His Highness the Maharaja's second daughter was celebrated during the year. His Highness himself was present at Their Imperial Majesties' Coronation Darbar at Delhi. The

Imperial Service Sappers continue to improve and were highly praised for their zeal and soldierly appearance at Delhi.

#### BENARES STATE.

28. The Benares State came into existence on the 1st April 1911 and its first report is now dealt with. All important acts of the Government of India were made applicable to the State.

29. The State is divided into two districts: Bhadohi and Chakia, with Ramnagar, the State head-quarters, which is under a separate administrative staff.

30. The administration of the State is divided into 16 departments, grouped as follows:—

- (1) The Political, Revenue, Financial and Home departments; (2) the Jail, Police and Excise departments; (3) the Judicial and Registration departments; (4) the Army department; (5) the Accounts department; (6) the Medical and Sanitary departments; (7) the Education department; (8) the Engineering department, Buildings and Roads Branch and Irrigation Branch, and the Mechanical and Electrical department; (9) the Palace Civil Works Branch of the Engineering departments; (10) the Palace department. Each of these groups is under a single officer, who is respectively, (1) the Chief Secretary, (2) an officer holding the combined posts of administrative jail officer, Superintendent of Police, and Excise Superintendent; (3) the Chief Judge and Registrar; (4) the Chief Commandant; (5) the Accountant-General; (6) the Chief Medical Officer; (7) the Director of Public Instruction; (8) the State Engineer; (9) the Palace Engineer; (10) the Palace Controller.

Each district is under a collector and magistrate with a tahsildar. There is a judge at Bhadohi and the Collector of Chakia is also Judge of Small Causes; the higher judicial powers of Chakia and the magisterial charge of Ramnagar are in the hands of the Chief Judge. His Highness Maharaja Sir Prabhu Narayan Singh, Bahadur, G.C.I.E., Ruler of the State, retains revisionary powers in criminal cases.

31. His Excellency Lord Minto visited the State in November 1910 to announce the grant of ruling powers to His Highness: and His Honour Mr. (now Sir Leslie) Porter, Officiating Lieutenant-Governor of the United Provinces, on the 3rd April 1911 formally invested the Maharaja as Ruling Chief. His Highness was present at the Coronation Darbar of Their Majesties at Delhi.

32. The cultivated area amounts to 228,823 acres. Both harvests were on the whole satisfactory. The land revenue demand was 11½ lakhs and the collections 10½ lakhs. Much care has been devoted to ensuring that the methods of collection whilst being adequate and efficient, are also fair and sympathetic. Occupancy rights have been freely granted, and have been declared to be both heritable and transferable so long as the transferee is a member of the agricultural classes and a subject of the State. Irrigation schemes are under consideration; and by means of an agricultural bank, the State is endeavouring to assist agriculturists to free themselves of debt.

33. The department is in charge of a European police officer borrowed from the British Government; two inspectors, 11 sub-inspectors, 11 head constables, and 100 constables constitute the police force, of whom all but 2 head constables and 20 constables were at first lent by the United Provinces Government. Some of these have been returned however, and at present 5 sub-inspectors, 6 head constables and 59 constables are State servants. A head police station and two outposts have been added to the former stations. There were 478 cases of crime reported.

34. The total receipts shown in the report amount to 17 lakhs and there is a closing balance of 2½ lakhs, but as is truly pointed out it is as yet not possible to make any comparison in matter of finance.

35. There are 42 schools in the State with 2,822 scholars. The construction of high schools at Gyanpur and Ramnagar and a middle school at Bhadohi has been sanctioned.

General.

Administrative divisions.  
Departments  
&c. of administration.

Political.

Land revenue  
and the administration of  
land.

Police.

Finance.

Education.

Palace depart-  
ment.

Miscellaneous.

36. What this is is explained by the name. How it is regarded is shown by this striking statement from the report: "There is no regular line between the State and palace establishments. All that belongs to the palace is placed at the disposal of the State when required."

37. His Highness inaugurated his rule by the remission of certain cesses, and large remissions of debts to the State.

### 3.—Historical Summary.

#### PART I.—POLITICAL HISTORY.

Prehistoric.

38. Stone implements, chiefly hammer stones of quartzite, celts of basalt and diorite and chert flake knives and arrows have been found in various parts of the province, chiefly in Mirzapur and Bundelkhand. There are also a few rude drawings in red oxide of iron to be seen on rock faces in the same tracts whilst copper arrow-heads and spears are occasionally found in the districts further west, e.g. Muttra, Bijnor, Cawnpore and Unao. But little can be made of such finds save the truism—*vixere fortes ante Agamemnona*.

Early histori-  
cal records.

39. In the Vedas, the Aryans are found still settled west of the Jumna; and probably moved eastwards about 1000 B.C. In the Mahabharata and Ramayana we find two Aryan kingdoms established—one near Meerut, the other at Ajodhya. The war between the Pandavas and Kauravas of the former epic is dated about 3100 B.C. by orthodox Hindus, but European theories vary between 1300 and 1200 B.C.; this epic relates to the former kingdom. The Ramayana deals with the exile of Rama Chandra, son of the King of Ajodhya, and his adventures during that period. European authorities arguing from internal evidence hold that the Ramayana was written at a later date than the Mahabharata, Indian opinion refers its events to an earlier epoch. The two views are obviously not mutually exclusive.

Buddhism.

40. True history begins with the life of Gautama Buddha. Gautama's death is placed variously between 543 and 370 B.C. Buddhism maintained its position till the fourth century A.D. when Hinduism revived under the Guptas. The accounts of Hsien-Tsiang and Fa-Hien in the seventh and fifth centuries A.D. show that Buddhism was then fast waning.

The early  
dynasties.  
The Mauryan  
dynasty.

41. The first great king of this dynasty was Chandra Gupta, whose rule extended from the Hindu Kush to the Bay of Bengal, with his capital at Patna. During his reign occurred the first real contact with the west. Chandra Gupta is that Sandrocottus who had relations with Seleucus Nicator. Asoka, the first great Buddhist king, was Chandra Gupta's grandson, whose edicts on pillars and rocks are scattered all over India. In this province such edicts exist at Allahabad, Sarnath near Benares and Kalsi in Dehra Dun district. These inscriptions, together with fragments of the writings of Megasthenes, ambassador of Seleucus at Patna, show a highly developed system of government, with a complete administrative system of provinces, a carefully organized army, a revenue system, and the beginning of local self-government in the board of thirty members which ruled the capital. According to the Puranas the Mauryan dynasty came to an end about 188-178 B.C.

Later  
dynasties.

42. History is vague for some time after this, but it would appear that parts of at least four kingdoms were included in the province—Surasena (round Muttra), North Panchala (Rohilkhand), Kosala (round Ajodhya), and possibly Kosambhi (in Allahabad). From numismatic evidence, the two former appear to have been Hindu, the two latter probably Buddhist.

The Sakas and  
Kushans.

43. The Sakas or Scythians appear from the Chinese chronicles to have spread into India about 150 B.C. Coins of Muttra show they penetrated to that place. They were pushed forward by the Yueh-Chi, a horde of which the chief tribe was the Kushan. Inscriptions of the great Kushan kings, Kanishka, Vasushka, Huvishka and Bas Dco have been found at Muttra and elsewhere; the latest theory places their date between 125 and 225 A.D. Kanishka is well known in Pali literature as a patron of Buddhism.

The Guptas.

44. About 300 A.D. arose the great Hindu kingdom of the Guptas in Magadha or Bihar. The third king was Chandra Gupta I who founded a new era commencing in 320 A.D. His son Samudra Gupta's empire

extended from the Sutlej to Central Bengal and Oudh to Central India. The kingdom held together for 150 years, and was remarkable for a revival in Hinduism and probably in Sanskrit literature. According to Fa-Hien (circa 400 A.D.) the people were well off and the chief tax was a land tax.

45. The Gupta empire was at length broken up by the White Huns, another tribe of Central Asian invaders, and during the sixth century there was a succession of wars between various petty chiefs, of whom the Huns, the Guptas, now rulers of a shrunken kingdom, the Maukharis and the chiefs of Malwa were the most important. In the end Harshavardhana of Thanesar emerged victorious from this chaos, and became king of Kanauj. He was the first of the modern Rajputs who appear to represent the Hinduized descendants of the invaders from Central Asia.

The White  
Huns.

46. His empire did not last and history is almost a blank till the ninth century, when Raghubansi kings are found reigning at Kanauj; whilst the Chandels were rising into power in Bundelkhand and Tomars in the Punjab. These ousted the Raghubansis at Kanauj and themselves gave place to Gaharwars.

The Rajputs.

47. In 1018 began the long series of Muhammadan invasions, when Mahmud of Ghazni took Bulandshahr, Muttra and Kanauj. There were other raids in 1021 and 1023 but they were mere raids. Meantime the Chauhan kingdom of Delhi had grown up and under Prithwi Raj their power extended as far as Bundelkhand; but he lost his life and kingdom in 1192 in battle with Muhammad Ghori. Assisted by Kutb-ud-din, a Turki slave, this king took Delhi, Kalinjar, Mahoba and Koil, and in 1194 defeated Jai Chand of Kanauj and broke the last great Hindu power, though there was much fighting between the Muhammadan governors and their Hindu subjects for many years. The Bhars of south Oudh were crushed in 1247. To the Ghoris succeeded the Slave dynasty and to them the Khiljis; Ala-ud-din Khilji, second of that dynasty, was a stern ruler, who heavily taxed Hindus and took a land revenue of half the produce. When he died in 1316, his line quickly fell and was succeeded by the Turki dynasty of Ghias-ud-din Tughlak. In 1351 under Firoz Shah III, a wise rule commenced and Jaunpur was founded, but at his death in 1388 the Delhi kingdom fell to pieces, and for many years, until 1450, the only really important power was in the hands of the Sharki kings of Jaunpur. In 1450 however the Afghan, Bahlol Lodi, started to restore order and after 25 years' fighting crushed the Sharkis.

The early  
Muham-  
madans.

48. The Moghuls had already harried India in 1398, when Timur took Delhi. In 1526 they reappeared under Babar, who defeated Ibrahim Lodi at Panipat. He conquered a confederacy of the Rajputs under the Rana of Udaipur, and partially conquered the Afghans in the east. When Humayun succeeded his father in 1530, he was at first defeated and driven out after three years' fighting, by Sher Shah Suri, who held northern India for a few years, but was killed at Kalinjar in 1545. Humayun returned in 1555 and reconquered Agra and Delhi, but died in 1556.

The Moghuls  
and Suris.

49. His son Akbar proved the greatest ruler India had known since Asoka. He had to conquer his kingdom, however, before he could rule it and was continually fighting, first one rebel and then another, from 1556 to 1567. The provinces then entered on a period of peace and good government which lasted 150 years. Akbar abolished the pilgrim and poll taxes on Hindus, and improved the land revenue system. His court was a centre of learning; at his invitation the earliest Christian mission of Jesuits from Goa was established; he built forts at Agra and Allahabad and a new city at Fatehpur Sikri. He died in 1605.

Akbar.

50. Jahangir's reign was chiefly marked by more fine buildings, by dissensions and wars with his rebel sons Khusru and Khurram, and by the first influx of Europeans in any numbers. In his reign English and Dutch opened trading stations at Surat and factories at Agra and elsewhere. He died in 1627 and was succeeded by Khurram, who took the name of Shahjahan. His reign was on the whole peaceful; its greatest monument is the Taj. In 1657 civil war broke out amongst his sons Dara, Shuja, Murad Baksh and Aurangzeb. It ended in the success of Aurangzeb (1658) and the dethronement of Shahjahan (died 1666).

Jahangir and  
Shahjahan.



**Aurangzeb.**

**Decline of the  
Moghul power.**

**Jats, Sikhs  
and Marathas.**

**Foreign  
invasions.**

**New states.**

**Commencement  
of British  
power.**

**Hindu  
invasions and  
collapse of the  
Rohillas.**

**Benares.**

51. Aurangzeb was a capable but bigoted monarch; his administration was harsh, especially to Hindus, over whose holiest temples at Benares and Muttra mosques were built. The poll tax on them was also revived. Aurangzeb died in 1707.

52. Aurangzeb's three sons, as usual, fought for the throne; and Muazzam, the eldest, became emperor under the name of Shah Alam Bahadur. He died in 1712, and the next eight emperors reigned in all fifty years; of these one, Muhammad Shah, reigned thirty years, three were puppet rulers for a few months, three were murdered and one deposed. The incompetence of these degenerate rulers combined with repeated attacks from the growing Hindu powers (Jat, Sikh and Maratha) and Persian and Afghan invaders, produced a state of chaos.

53. The Jats had given trouble in Aurangzeb's times and were steadily growing more powerful, the Sikhs had become a nation and commenced their inroads in 1709. But the Marathas were the most dangerous of the three. Already paramount in the Deccan, they conquered Bundelkhand in 1729 and from that time on were a constant menace to the empire.

54. Nadir Shah, the Afghan, in 1738 raided the empire as far as Delhi and struck it a serious blow. His successor Ahmad Shah Durrani invaded it thrice and at the third attempt (1757) got as far as Agra, though he could not take the city.

55. From early in the 18th century new states began to arise, which were really independent though nominally acknowledging the suzerainty of the Emperor. The chief of these was Oudh, which sprang into prominence under Saadat Ali (1721) and Safdar Jang. Farrukhabad was built by Muhammad Khan, a Bangash Pathan, who established there a practically independent kingdom. Ali Muhammad in 1740 consolidated the Rohillas and became Governor of Rohilkhand. A war ensued between Safdar Jang and these two new states, in which at first Safdar Jang was unsuccessful. In 1757 the position was as follows. Alamgir II was emperor, a mere puppet of Ghazi-ud-din, the wazir. Najib Khan, a Pathan, held the Meerut and part of the Bareilly divisions, in opposition to the Rohillas, who held the rest of Rohilkhand. The central Doab was subject to the Nawab of Farrukhabad, Bundelkhand to the Marathas and the rest of the province to the Nawab of Oudh. By 1759 Ghazi-ud-din had set up a fresh emperor, and the Rohillas and Shuja-ud-daula of Oudh were seriously alarmed by the growth of the Hindus, for Jats and Rajputs were now confederated with the Marathas. In 1760 Ahmad Shah Durrani returned to India and with the help of Rohilla and Oudh troops crushed the Hindus at Panipat in 1761.

56. Shah Alam II was a rival of Ghazi-ud-din's puppet emperor, and generally recognized as the true emperor in Bengal. He came into conflict with the British in Bihar, and in 1761 retired to Allahabad with a promise of an annual payment in place of the revenues of Bengal. In 1763 occurred the massacre of the British at Patna, instigated by Mir Kasim, Governor of Bengal, who fled to Shuja-ud-daula in Oudh. The allies entered Bihar, but were defeated at Buxar (1764), and, with the Marathas, again at Jajman in Cawnpore. It was finally decided that Shah Alam should receive Allahabad and Kora (equivalent to Allahabad, Cawnpore and Fatehpur) and 26 lakhs a year from the Bengal revenues, whilst Shuja-ud-daula paid 50 lakhs down to the British.

57. Meantime the Sikhs were continuing their raids in the northern Doab, the Jats (1763) had taken Agra, and the Marathas had occupied Delhi and were raiding Rohilkhand. They also extorted from the Emperor Shah Alam a grant of the Allahabad territories. British troops were then sent up to guard the Oudh frontiers (1773)—the Fatehgarh cantonment dates from this period, and Allahabad was handed over to Shuja-ud-daula, since it was held that Shah Alam had forfeited it by granting it to the Marathas. The Rohillas, who had been long intriguing with the Marathas, were defeated in 1774 by the British at Miranpur Katra and Rohilkhand was handed over to Oudh.

58. In 1775 most of the Benares division was handed over to the British by Asaf-ud-daula, successor of Shuja-ud-daula. It remained however under

the rule of Raja Chet Singh, who refused in 1780 to supply troops and pay an increased subsidy. The result was the famous "insurrection in the zamindari of Benares," which ended in the tract coming directly under British administration.

59. For a few years there was peace. But the Marathas soon reappeared, with the powerful assistance of the Savoyard soldier of fortune, De Boigne, and the era of the military adventurer began. They seized Agra, Muttra and the northern Doab, and finally destroyed the Mogul power in 1787. George Thomas, an Irishman, held a considerable tract north of Delhi (1795); the central Doab was practically the kingdom first of De Boigne and then of Perron (1796), whilst Reinhardt and his wife in succession ruled an extensive jagir round Sardhana. Farrukhabad was under a Nawab, who acknowledged the suzerainty of Oudh, whilst British influence increased by the cession of the fort of Allahabad and an annual subsidy from Oudh as a guarantee against invasion.

Growth of the  
Maratha  
power.

60. From this time the British dominions grew rapidly. In 1801, when Rohilkhand was in a state of anarchy and there was a menace of a fresh Durrani invasion, Saadat Ali in return for a further guarantee of protection made over to the British the "Ceded Provinces," viz. the present Gorakhpur and Rohilkhand divisions, with Allahabad, Fatehpur, Cawnpore, Etawah, Mainpuri, Etah, South Mirzapur and the Naini Tal tarai. In 1802 the Nawab of Farrukhabad ceded his rights. In 1803 war broke out with the Marathas and the result of Lord Lake's brilliant campaign was the acquisition of the "Conquered Provinces," including the Meerut and Agra divisions, most of Banda and Hamirpur and a small tract in Jalaun; besides the districts round Delhi, Gohad and Gwalior, which last two were however restored to Sindhia in 1805. In 1816 war with the Gurkhas of Nepal resulted in the cession of the Kumaun division and Dehra Dun. In 1817 the Peshwa ceded the sovereignty over the whole of British Bundelkhand except Jhansi and most of Jalaun. In 1818 and 1819 more territories (now out of the province) were ceded: and when in 1833 the Bengal Presidency was divided into two parts by an Act of Parliament which constituted the Presidency of Agra (which two years later under another Act became a Lieutenant-Governorship), the province consisted of the present province of Agra *minus* Jhansi and most of Jalaun, *plus* the Delhi territories and Ajmer. Merwara was next added, and in 1853 the Saugor and Narbada territories (acquired in 1818) were also incorporated in the province, whilst between 1840 and 1853 Jhansi, the rest of Jalaun and a part of Hamirpur were acquired by lapse. Oudh was annexed in 1856. After the mutiny some small additions were made to Bundelkhand (1858), whilst part of the Tarai in north Oudh was given to the Nepalese (1859), Jhansi fort and some villages were given to Sindhia (1861), some villages in Moradabad and Bareilly to the Nawab of Rampur (1859), the Delhi territory was transferred to the Punjab (1858), the Saugor and Narbada territories to the Central Provinces (1862), and Ajmer-Merwara to the Government of India (1871). Finally in 1886 Gwalior fort and Morar cantonment with 31½ villages were given to Sindhia in exchange for Jhansi town and fort and 58 villages. These with one or two trivial changes in Bahraich and Jhansi are the stages by which the provinces grew to the shape which was theirs in March 1911. On the 1st April of that year the Family Domains of the Maharaja of Benares became a feudatory state: and the province lost the parganas of Chakia and Konrh in Mirzapur, together with the fort of Ramnagar in Benares.

Formation of  
the provinces.

61. For many years the state of the provinces had been one of lawlessness; everybody did very much what was right in his own eyes. The old lawlessness did not pass away at once. The "Mud" war, as it was called from the mud forts attacked, consisted in the reduction of the strongholds of insurgent chiefs in the Doab and went on for some years after 1803, whilst adventurers such as Amir Khan Pindari gave a great deal of trouble. Thagi was rife throughout the provinces, and for years the river trade routes were infested by pirates. In 1816 there was a serious outbreak in Rohilkhand due to the levy of a house tax; whilst in 1824

Political  
events from  
1803 to 1857.

dacoity in Saharanpur increased to the verge of insurrection. In 1817 Hathras, a Jat fortress, was reduced after a regular siege : in 1812 Kalinjar in Banda was taken, whilst all along that frontier a chain of cantonments had to be maintained, which did good service in the Pindari war. But by 1830 a settled peace began which was not broken till the mutiny.

The mutiny.

62. The mutiny in these provinces broke out at Meerut in May 1857. It is unnecessary to rewrite the history of the mutiny ; it is sufficient to say that these provinces, which then included Delhi, was the cockpit in which the struggle was chiefly fought out. It was in essence a mutiny of the sepoys : there was little if any attempt at organized resistance on the part of the mutineers, though where representatives of former rulers were found, as at Delhi, Banda, Bareilly, Farrukhabad, Cawnpore and Jhansi, they assumed the leadership. In places where there were neither troops nor such leaders, anarchy ensued; the jailbirds and *badmashes* fought and looted, chiefly for their own hand. By the end of June the British held no more than the forts at Agra and Allahabad and the Residency at Lucknow ; but with the retaking of Cawnpore about the 17th July the recovery began. Delhi fell in September, and the Lucknow garrison, already reinforced by Havelock and Outram, was relieved in November ; it was finally retaken in March 1858 and Rohilkhand was then subjugated. The Doab had already been brought to order by the Delhi column. In April 1858 Jhansi was retaken by Sir Hugh Rose. Oudh and the rest of the Agra province were gradually reduced, and though the business of rewards and punishments took a long time the mutiny soon became merely a bitter memory.

Later political  
events.

63. Since 1857 the history of the provinces has been one of peace broken only by dacoities and riots, mostly religious. It is perhaps incorrect to dignify violent crime by the name of a "political" event : but the endemic nature of dacoity has been recognized as one of the most serious problems of the administration. No year is free from dacoity : the most serious outbreaks have occurred in 1861, 1863, 1864, 1869, 1871, 1874, 1875, 1876, 1887, 1891-3, 1900, 1901, 1903, 1905 and 1907-8. The localities chiefly affected have been the border districts of the Agra and Jhansi divisions, and (of late, in an increasing degree) the districts which fringe Nepal. It is also worth noting that hard times and dacoity usually go together: The remedy for dacoity of the professional type (a majority of cases are invariably only magnified robberies) has been held to lie in closer co-operation with the States on the frontier, a principle which has been carried out for some years past with considerable success, notably on the Agra-Gwalior-Dholpur-Bharatpur and Nepal frontiers : and also—since by far the greater number of all cases (the proportion has been estimated to lie between 50 and 75 per cent.) can be definitely laid at the door of the criminal tribes,—by action against these. A new Criminal Tribes Act is contemplated which will make repression far more effective : but on the old principle that prevention is better than cure, determined efforts have been made in the last few years to reclaim these tribes. In the past efforts at reclamation have not been wanting. Colonies of Doms were established in Gorakhpur in 1884 and 1889, and of Barwars in 1884 in Gonda ; whilst efforts were made both by Sir A. Colvin in 1890 and Lord MacDonnell to reclaim the Sansias by similar means. All these efforts failed. The members of these tribes cannot be reformed by ordinary official means : they are not only criminal but absolutely non-moral. Their reclamation can only be effected by men who are infinitely patient and infinitely enthusiastic as well as capable and honest. Such men were found in the Salvation Army, to whom Sir John Hewett entrusted the work, giving them every kind of assistance, whether in land, buildings or money. The Army has now seven settlements and three homes under its management, and is about to undertake the establishment of an eighth large settlement of Sansias. Though a majority of these institutions have only just been started, the reports so far received are most encouraging, and officials and non-officials alike are unanimous in their appreciation of the remarkable work already achieved ; amongst the most enthusiastic supporters of the movement are police officers who know best the difficulties involved. But the fringe of the problem has only been touched as yet. There are still

between five and eight thousand members of such tribes abroad : but proposals are now being worked out for dealing with them on the lines to which the Salvation Army settlements point.

Considering how fond the people of these provinces are of appealing to the law, it is curious to note how ready they also are to appeal to the *lathi*. Riots are by no means of uncommon occurrence ; but they are seldom of much importance unless caused by religion. Religious rioting was frequent between 1868 and 1872 in Hardoi, Bareilly, Pilibhit and Moradabad, and again in Etawah in 1886. There were also riots in Benares in 1891 and 1895 and in Azamgarh and the eastern districts, over the question of the slaughter of kine, in 1894. Plague inoculation was the pretext for a serious outbreak in Cawnpore in 1900. During the decade there have been no really serious riots save those between Sunnis and Shias at Lucknow in 1908 and 1909.

64. The provinces have always been somewhat sensitive to waves of excitement, apart from actual crime. Instances are the circulation of mysterious letters in Oudh in the years following the mutiny to the effect that "there was sickness in the land:" but it was never clear whether the "sickness" referred to was cholera, taxation or sedition. There was again the mysterious tree-smearing of the 90's, whilst in this decade the provinces have not been immune from the directly seditious movements which were so common and had such fatal results elsewhere, though these have been as a rule kept well under control and there were no violent political crimes as there were elsewhere. Census, when it was a new thing, used to give rise to all sorts of extraordinary rumours ; and even in 1911 it was believed in some parts that the house numbering, which is an integral part of the census operations, was an attempt to spread plague. Mysterious rumours, mysterious agitation, sudden outbreaks of religious excitement over such questions as cow killing may not be very important in themselves, and are frequently due to nothing more than misapprehension : but they are perpetual reminders that "under a peaceful surface there still lurk many elements of disorder."

Political  
unrest.

65. On the 1st April 1911 the Family Domains of the Maharaja of Benares became a State consisting of the parganas of Bhadohi (or Konrh) and Chakia (or Kera Mangraur) with the fort of Ramnagar. The Maharaja's powers are those of a ruling chief, subject to certain conditions ; of which the most important are the maintenance of all rights acquired under laws in force prior to the transfer, the reservation to Government of the control of the postal and telegraph systems, of plenary criminal jurisdiction within the State over servants of the British Government and European British subjects, and of a right of control in certain matters connected with excise.

The Benares  
State.

66. Up to 1833 the province was part of the presidency of Bengal. In 1833 the presidency of Agra was formed under the administration of a Governor and three councillors : and Sir Charles Metcalfe was appointed the first Governor. In 1835 the new territories (their extent has already been described) were given the name of the North-Western Provinces, under a Lieutenant-Governor, with his capital at Agra. In 1856 Oudh was annexed and placed under a Chief Commissioner: the first was Sir James Outram. In 1877 the two provinces were placed under the same administrator, who was known as Lieutenant-Governor of the North-Western Provinces and Chief Commissioner of Oudh ; the first officer to hold the double post was Sir George Couper. Finally, the title of Chief Commissioner was dropped and the province became known by the name of the United Provinces of Agra and Oudh in 1902, when Sir James LaTouche was in office. A list of the rulers of the province with dates will be found in an appendix. It may be mentioned that from 1877 to 1890 the supreme-revenue jurisdiction in Oudh remained in the hands of the Chief Commissioner : in the latter year the jurisdiction of the Board of Revenue was extended to Oudh. The Chief Court and the judicial service have always remained separate, and the peculiar laws of Oudh have never been changed.

Changes in  
administra-  
tion.

APPENDIX I.

Dates at which the present districts came under British rule with dates of alterations in the boundaries of the province.

<i>Districts or tracts concerned.</i>	<i>Reason of change.</i>	<i>Date.</i>
Benares division, except South Mirzapur ...	Ceded by Nawab of Oudh.	1775
Allahabad Fort ...	Ditto	1798
Gorakhpur division, South Mirzapur, Rohilkhand division, Naini Tal tarai, Allahabad, Fatehpur, Cawnpore, Etawab, Mainpuri, Etah. } Farrukhabad ...	Ditto	1801
Agra, Muttra, A'igarh, Bulandshahr, Meerut, Muzaffarnagar, Saharanpur. } [Delhi, Gurgaon, Rohtak, Hissar, Sirsa, Karnal : separately administered.]	Ceded by Nawab of Farrukhabad.	1801
Most of Banda and Hamirpur, part of Jalaun ...	Surrendered by Marathas after defeat by Lord Lake.	1803
Parts of Agra district ...	Ceded by Marathas or acquired on lapse of Himmat Bahadur's grant.	1803-4
Kumaun, Dehra Dun ...	Resumed by treaty from Raja of Bhartpur.	1805
Tahsil Handia, Allahabad ...	Acquired from Nepal-ese.	1816
Sovereignty over Bundelkhand [and Saugor and Narbada territories]. } Pargana Khandeh, Banda ...	Ceded by Nawab of Oudh.	1816
[Saugor, Hoshangabad, Damoh, Jabalpur, Mand- } la : separately administered.]	Ceded by Peshwa ...	1817
[Ajmer] ...	Ceded by Raja of Nag-pur.	1818
[Merwara] ...	Ceded by Sindhia ...	1818
Delhi districts ...	Added to province ...	1819-22
Jalaun ...	Ditto	1832
Villages in Jhansi, part of Lalitpur ...	Lapse ...	1840
Jaitpur, Hamirpur ...	Ceded by Raja of Jhan-1842-44	1840
[Saugor and Narbada territories] ...	si and Sindhia.	1849
Jhansi ...	Lapse ...	1852
Oudh ...	Added to province ...	1852
[Delhi districts] ...	Lapse ...	1853
Small additions to Bundelkhand ...	Annexation ...	1856
Part of Oudh Tarai ...	Transferred to Punjab	1858
Villages in Moradabad and Bareilly ...	Confiscation after mutiny.	1858
Jhansi Fort and some villages ...	Given to Nepalese ...	1859
[Saugor and Narbada territories] ...	Given to Rampur ...	1859
[Ajmer-Merwara] ...	Given to Sindhia ...	1861
Some villages in Jhansi ...	Transferred to Central Provinces.	1862
Jhansi town, fort and 58 villages ...	Transferred to Govern-ment of India.	1871
Parganas Konrh and Chakia and Fort Ramnagar	Given to Sindhia ...	1871
	Transferred by Sin-dhia, in exchange for other lands.	1886
	Became a State under Maharaja of Benares.	1911

N.B.—The Gohad-Gwalior transfer is ignored. Places in brackets are such as only formed part of the province for a time.

APPENDIX II.

List of rulers of the province.

GOVERNMENT OF AGRA.

<i>Name.</i>	<i>Date of appointment.</i>
Sir C. T. Metcalfe, Bart. ...	14th November 1834.
Mr. W. Blunt ...	20th March 1835.
Mr. A. Ross ...	1st December 1835.

## LIEUTENANT-GOVERNORS OF THE N.-W. P.

<i>Name.</i>	<i>Date of appointment.</i>
Sir C. T. Metcalfe, Bart., G.C.B. ...	1st June 1836.
Governor General (Earl of Auckland) ...	1st June 1838.
Mr. T. C. Robertson ...	4th February 1840.
Governor General (Earl of Ellenborough) ...	31st December 1842.
Sir G. R. Clark, K.C.B. ...	30th June 1843.
Mr. J. Thomason ...	22nd December 1843.
Mr. A. W. Begbie ...	10th October 1853.
Mr. J. R. Colvin ...	7th November 1853.
Mr. E. A. Reade ...	10th September 1857.
Col. H. Frazer ...	30th September 1857.
Governor General (Viscount Canning) ...	9th February 1858.
Sir G. F. Edmonstone ...	19th January 1859.
Mr. R. Money ...	27th February 1863.
Hon'ble E. Drummond ...	7th March 1863.
Sir W. Muir, K.C.S.I. ...	10th March 1868.
Sir J. Strachey, K.C.S.I., C.I.E. ...	7th April 1874.
Sir G. Couper, Bart., K.C.S.I., C.B. ...	26th July 1876.

## CHIEF COMMISSIONERS OF OUDH.

<i>Name.</i>	<i>Date of appointment.</i>
Major-General Sir J. Outram, K.C.B. ...	1st February 1856.
Mr. C. C. Jackson ...	8th March 1856.
Major-General Sir H. M. Lawrence, K.C.B. ...	21st March 1857.
Major J. S. Banks ...	5th July 1857.
Lieutenant-General Sir J. Outram, G.C.B. ...	11th September 1857.
Mr. R. Montgomery ...	3rd April 1858.
Mr. C. J. Wingfield, C.B. ...	15th February 1859.
Lieutenant-Colonel L. Barrow, C.B. ...	20th April 1859.
Mr. G. U. Yule, C.B. ...	4th April 1861.
Mr. R. H. Davies ...	26th August 1865.
Mr. John Strachey ...	17th March 1866.
Mr. R. H. Davies ...	24th May 1867.
Major-General L. Barrow, C.B. ...	18th January 1871.
Sir G. E. Couper, Bart., C.B. ...	20th April 1871.
Mr. J. F. D. Inglis, C.S.I. ...	15th March 1875.
Sir G. E. Couper, Bart., C.B. ...	15th November 1875.
Mr. J. F. D. Inglis, C.S.I. ...	26th July 1876.

## LIEUTENANT-GOVERNORS OF THE N.-W. P. AND CHIEF COMMISSIONERS OF OUDH.

<i>Name.</i>	<i>Date of appointment.</i>
Sir G. E. Couper, Bart., K.C.S.I., C.B. ...	15th February 1877.
Sir A. C. Lyall, K.C.B. ...	17th April 1882.
Sir A. Colvin, K.C.S.I., K.C.M.G. ...	21st November 1887.
Sir C. H. T. Crosthwaite, K.C.S.I. ...	28th November 1892.
Mr. A. Cadell, C.S.I. ...	9th January 1895.
Sir A. P. MacDonnell, K.C.S.I. ...	6th November 1895.
Mr. J. J. D. LaTouche, C.S.I. ...	6th May 1898.
Sir A. P. MacDonnell, G.C.S.I. ...	6th November 1898.
Sir J. J. D. LaTouche, K.C.S.I. ...	14th November 1901.

## LIEUTENANT-GOVERNORS OF THE UNITED PROVINCES OF AGRA AND OUDH.

<i>Name.</i>	<i>Date of appointment.</i>
Sir J. J. D. LaTouche, K.C.S.I. ...	22nd March 1902.
Sir J. P. Hewett, K.C.S.I., C.I.E. ...	1st January 1907.
Mr. L. A. S. Porter, C.S.I. ...	30th April 1910.
Sir J. P. Hewett, K.C.S.I., C.I.E. ...	20th October 1910.
Mr. L. A. S. Porter, C.S.I. ...	1st April 1911.
Sir J. P. Hewett, G.C.S.I., C.I.E. ...	17th December 1911.
Sir J. S. Meston, K.C.S.I. ...	16th September 1912.

## PART II.—LAND REVENUE AND AGRICULTURE.

67. The provinces are essentially agricultural: at the last census some 72 per cent. of the total population was found to depend on agriculture for its chief source of income. It is not surprising therefore to find that the history of British administration is closely bound up with the history of its land revenue system. This ultimately rests on the principle, clearly enunciated in Regulation XXXI of 1803, that "by the ancient law of the country the

The land revenue system.

ruling power is entitled to a certain proportion of the annual produce of every bigha of land." Under Ala-ud-din Khilji (D. 1316) the land revenue was 50 per cent. of the produce; under Ghiyas-ud-din Tughlak, five or six years later, it was 10 per cent. A revenue based on the produce was a system only workable in a primitive society where there could be direct communication between ruler and ruled. It is clear from the skeleton history given above that such communication was not possible for very long, or for very long at a time. In the constant round of wars and invasions, chiefs were continually setting themselves up as petty rulers who took the payments of the cultivators and themselves paid tribute to the King. The settlement of invaders on the land (and the history of castes is full of stories of such settlements), the grants of lands to the kinsmen or followers of such chiefs, the landgrabbing of officials and speculators all operated to interpose several interests between that of the King and that of the cultivator. One of the first problems of British rule was to straighten out the tangle of consequent rights and their corresponding duties.

Tenures before  
British rule.

68. Proprietary rights in land occasionally existed before British rule, but were not strictly defined. In most places the system was zamindari, where the owner or co-owners were jointly responsible for the payment of the land revenue of the whole village; but in Bundelkhand and Kumaun it was ryotwari, where each several cultivator was responsible for the land revenue due on his own land. This is a distinction which though no longer recognized has left its mark on the modern land revenue system and joint responsibility is still enforced with difficulty in some parts of the province. In some districts double rights existed, mostly in estates known as taluqdari, where the inferior proprietors were known as zamindars, biswadars, birtias, &c. Some of the taluqdars were representatives of those old princes who had held authority over large areas; others were officials who had acquired similar authority, or grantees and contractors. These had interposed themselves between the lesser proprietors and the supreme authority, and in the disorders of the 18th century had swallowed up the property of the former either by forcibly dispossessing them or by receiving a voluntary submission. On the other hand the taluqdars had been in the habit of granting subordinate rights in parts of their hereditary domains, of which the most common was *birt* or "cession." These grants were made for money payment or in return for services of various kinds. There were and are also other similar subordinate rights extending only to specific plots instead of to a whole village.

Growth of the  
present land  
revenue sys-  
tem.

The permanent  
settlement of  
Benares.

69. In 1788 Mr. Jonathan Duncan was authorized to amend the system of revenue management in the Benares division, which was oppressive and caused much distress; the revenue was simply levied at the highest sum which anybody would offer. He obtained valuations of the produce of parganas and fixed standard rates for different classes of soil. His summary settlement was carefully revised with a view to making the demand permanent and after a few corrections was declared unalterable by Regulation I of 1795.

Ceded and con-  
quered  
districts.

70. It was at first desired to introduce a similar permanent settlement in what is now the province of Agra. There were to be two settlements for 3 years each, and a third for 4 years, after which the demand was to be fixed in perpetuity. But the court of Directors refused to sanction a permanent settlement and short term assessments continued. The system was far from satisfactory. There were no data available on which to base the estimates, save the statements of the kanungos and the accounts of the patwaris, both unreliable, and checked only by information given by the zamindar's enemies. The assessments were very uneven; and since at first (till 1806) the tahsildars were paid by a percentage on collections, they were interested in high revenues and full collections. The natural result was corruption of all kinds; and in 1807 a special commission was appointed to supervise the settlements, which grew into the Western Board of Revenue. Matters improved with each successive settlement, but the Collectors could deal only with persons actually in possession and the courts were not numerous enough, nor able, to cope with claims

to recover possession. The result of this was the special commission appointed by Regulation I of 1821 to consider such claims, which sat till 1829 when its powers were transferred to the Commissioners of Revenue and Circuit. In 1835 the powers were withdrawn and transferred to the ordinary courts.

71. Mr. Holt Mackenzie brought matters to a head in 1819 in a remarkable memorandum which covered the whole ground and once more urged the need of a permanent settlement. Though the Directors refused again to commit themselves to this, they approved of his suggestion for a complete inquiry and the result was Regulation VII of 1822. This laid down new and improved methods of assessment, including a complete record of rights of all kinds, a full account of the rates of cash rents and the method of division of produce where grain rents existed, a survey and the maintenance of village records and the establishment of revenue courts. The assessment was to be such as to leave the zamindars a profit of 20 per cent. on their revenue. Though the Regulation marks the first advance towards a systematic assessment on the rental assets of each village, it involved most elaborate and minute inquiries and in 1830 the Board went so far as to describe the system as unworkable. At last matters came to a head in 1832-3. The impossible method of determining the assets on estimates of the produce of each field was denounced by Mr. Bird: a few officers had already realized that the simplest way to ascertain the assets was to obtain a correct rent roll. At last the matter was focussed by Lord William Bentinck's minute of the 26th September 1832.

72. In this minute he laid down seven principles of action. A professional survey was to take the place of the amin establishment; the assessment was to be fixed on a general knowledge of the aggregate cultivated area of an estate and its special advantages; the apportionment in detail of the assessment was to be left to the landlords: the settlement officer's judicial powers were to be restricted; existing institutions and systems of village management were not to be interfered with: all existing rights and privileges were to be secured; and the patwari establishment was to be put on an efficient footing. These principles were accepted by Regulation IX of 1833 which laid down the new procedure. Village maps, a field book, a rent roll, and statements of the revenue demand, receipts and balances were drawn up and the revenue demand was fixed on a consideration of these papers. Incidentally, the Regulation created the appointment of deputy collectors.

73. On these lines the first regular settlement was completed by Messrs. Bird and Thomason between the years 1833 and 1849 and was confirmed for 30 years. Its results may be summarized as follows:—

- (1) Settlement was made wherever possible with village proprietors; and the ryotwari system of Bundelkhand was replaced by a zamindari system with joint responsibility. In the eastern districts the subordinate proprietors or birtias were given full proprietary rights. The taluqdar generally disappeared save in rare cases where the village proprietors desired the connection to continue, in which case their payments to him were fixed; elsewhere the taluqdar received a rent charge or malikana, originally fixed at 18 per cent. on the assets. The taluqdari system is now rare in Agra.
- (2) Hereditary tenants, and tenants who had resided and cultivated in the same village for 12 years, were given rights of occupancy when they claimed them, or even when they did not claim them, if the local officer thought they might have done so.
- (3) The assessments were on the whole moderate; though they amounted on an average to 66 per cent. of the rental assets.

74. In 1855 were issued the Saharanpur rules of Mr. Colvin, then Lieutenant-Governor. This modified the proportion of the assets taken by Government to about 50 per cent.; the assets were to be the "well ascertained" net average assets, after consideration of other data, though time was

Mr. Mackenzie's memorandum of 1819 and Regulation VII of 1822.

Reg. IX of 1833.

First regular settlement.

Saharanpur settlement.



Rules and  
progressive  
moderation  
in assessment.  
First sum-  
mary settle-  
ment of Oudh.

not to be wasted in "minute and probably fruitless attempts to ascertain exactly" the amount of such assets. The passage is somewhat confusing; and certainly has given rise to some confusion: but at all events this standard is still in force though it is applied with increasing moderation, and to-day it is exceptional to take a full 50 per cent. assessment. The term "net assets" has also been restricted to the assets as actually existing at settlement, and no allowance is made for prospective increases of values.

75. When Oudh was annexed in 1856 Lord Dalhousie decided to introduce the system of settlement with the village proprietors. The principle was carried out with a lack of consideration for the great taluqdari families of the province which was probably never intended, and the taluqdars were ousted from the greater parts of their estates, sometimes even from their own hereditary villages. After the mutiny however Lord Canning reverted to a taluqdari settlement. He had, he wrote, lost faith in the stability of the village system even in the older provinces, for many proprietors had acknowledged the suzerainty of the former taluqdars as soon as British rule was subverted; it was obvious that the taluqdari system was "the ancient, indigenous and cherished system of the country:" and if this was so in Agra it would be much more so in Oudh, where village occupancy independent of taluqdars was unknown.

Second sum-  
mary settle-  
ment of Oudh.  
Recognition  
of inferior  
rights in  
talukas.

76. The result was the second summary settlement of Oudh in 1858, by which the taluqdars were given full proprietary rights in all the villages which they held at annexation and the gift was confirmed by sanad.

77. It was originally provided that the rights of the under proprietors, or "parties holding an intermediate interest in the land between the taluqdar and the ryot," were to be maintained as they existed in 1855. The taluqdars moreover agreed to waive their sanads as regards lands mortgaged to them within 12 years before annexation with no fixed term for redemption, and also all those in which a term had been fixed which had not expired before annexation. Apart from such lands the sanads were final and village proprietors could only claim underproprietary rights.

At a later date (1860) however the question of subordinato rights in Oudh again came up; and after much discussion it was held to be proved that there was no such thing as tenant right in Oudh before annexation; the gift of underproprietary rights was limited to those who had enjoyed proprietary rights within 12 years of annexation, whilst occupancy rights were conferred on all tenants who had been in proprietary possession within 30 years of annexation. These underproprietary rights range from subsettlements of whole villages to rights in specific plots.

Finally by Act I of 1869 the privileges of the taluqdars, the power of making a will, and the special rules for intestate succession (which amounted to this, that the condition of primogeniture was recognized in such cases if the taluqdar himself desired that it should be so) were confirmed.

Second regu-  
lar settlement  
in Agra.

78. In the second regular settlement there were various improvements. As stated above the assessment had been based upon the average rental assets, but the patwaris' papers were still far from reliable and the assets were calculated on the rates of rent actually found to be paid in the locality. The soils were now classified, at first field by field, but afterwards (1868) by a system of demarcating blocks of soils, and standard rates of rent were fixed for each class. The assessment was based upon this estimated rental, which might be higher than the amount actually paid, but represented the sum which could be realized.

Proposals for  
a permanent  
settlement.

79. The idea of a permanent settlement was revived in 1860, as a consequence of Colonel Baird Smith's report on the famine of that year. The discussion was long: and meantime it was discovered that in some parts the rents were rising rapidly, whilst elsewhere they were so low that no assessment on the rates of neighbouring tracts would have been possible. A financial crisis turned all concerned against the proposal and in 1874 the question was shelved. In 1882 proposals were made for a scheme whereby enhancement of revenue would only be possible in case of an increase in the area under cultivation, a rise in prices or an increase in production due to improvements made at Government expense. The scheme was considered impracticable and finally rejected in 1885.

80. The discussion however led to a simplification of procedure. Steps were taken to provide for more careful preparation and check of the patwari's record, so as to form a reliable basis of assessment, and revised rules were issued in 1884—6. The change lay in the fact that whilst the circle rent rate, ascertained by inquiry and selection, had formerly been the basis of assessment, the actual rent roll now became that basis and the circle rent rate was used as a check. At the same time (as already mentioned) all consideration of prospective increase in value was definitely excluded from the assets, and concessions were made to private individuals for improvements made by them. The method of survey and revision of records was materially cheapened, and the principle that existing settlements should be continued where no substantial enhancement was likely to occur was accepted. The settlement of a district now takes 3 years instead of from 6 to 10 years.

81. Act X of 1859 was passed for the protection of the tenants in Bengal and extended to the North-Western Provinces. It gave a statutory right of occupancy to every tenant in respect of every field which he had occupied continuously for 12 years. After several amendments it was entirely remodelled in Act XII of 1881 which, among other changes, gave occupancy rights in their home farm (*sir*) to persons who parted with their proprietary rights (ex-proprietary tenants). The 12 years' rule however was left substantially unaltered. Increasing competition for land soon led landlords to obstruct the accrual of occupancy rights, which prevented the raising of rents. To prevent "continuous" holding which carried the right with it, the fields were shifted or the tenants nominally ejected every eleventh year or so. It became necessary to alter the law to meet the new situation and the result was the Tenancy Act of 1901. This exacts that continuity of holding is not interrupted by any shifting of the actual lands held, provided the holder is not left altogether without land for at least a year at a time. It is assumed that land to which a tenant is admitted by such shifting is given to him in exchange for his previous holding. Under the old Act, too, any period for which a tenant cultivated under a written lease could not be counted towards the 12 years necessary to acquire occupancy rights. The new Act provides that no written lease can bar the growth of occupancy rights unless it is for at least 7 years. Further, ejectment of ordinary tenants was made more difficult. In spite of this, the number of ejectments has in fact risen, and was greater by some 34,000 in 1910-11 than the average number under the old Act. But this cannot be definitely put down to the weakness of the Act, for the same phenomenon is observable in Oudh, and the improvement in general conditions, the rise in prices and the increasingly commercial nature of the relations between landlord and tenant, are other effective causes which would produce a rise in such litigation. On the other hand the area protected from arbitrary ejectment by long leases or occupancy rights has grown very largely and now amounts to 67 per cent. of the total area held by ordinary tenants.

82. No restrictive action was taken to prevent the rise of rents in Oudh for a decade after the restoration of order there. Under their sanads the taluqdars had to treat their tenants with consideration; and they on the whole fulfilled their obligations. After the first regular settlement however rents were generally raised, and increasing competition for land began in southern Oudh. Colonel Erskine made a special inquiry and recommended the grant of 7 years' leases with power to eject after that term, but with a limit to the enhancement of rent in any new lease. These principles were accepted by Sir A. Lyall: the limit of enhancement was fixed at  $6\frac{1}{2}$  per cent. or 1 anna in the rupee. This was embodied in the Oudh Rent Act of 1886, which is still in force, with minor amendments directed to permitting the creation of an occupancy right in their home farms in favour of ex-proprietors.

83. The land revenue law was consolidated in 1873 and 1876 for Agra and Oudh respectively, and the two Acts were amalgamated and revised in 1901. The law is still substantially the same as in Regulation VII of 1822, but has been elaborated in the matter of records, partitions and the collection of revenue. The formation of any mahal whose area is less than 100 acres or which has a revenue of less than Rs. 100 is forbidden.

Revenue and  
rent legisla-  
tion in Agra.

Rent and re-  
venue legisla-  
tion in Oudh.

The Land  
Revenue Act, •  
1901.

84. Act II of 1900 has provided a system of entail in Oudh which can however be applied only in the case of taluqdars and grantees whose estates are subject to the rule of primogeniture. They enable the estate to be settled, thereby reducing the interest therein of the owners and their successors to a life interest. Of late a similar act for Agra has been under consideration.

The Oudh Encumbered Estates Act (1870), the Jhansi Encumbered Estates Act (1882), and the Bundelkhand Encumbered Estates Act (1903) were passed with a view to relieving distress and indebtedness by means of inquiry by a special judge, and liquidation of the amounts found to be justly due with the aid of loans from Government. The Bundelkhand Land Alienation Act (1903) supplemented these measures by limiting alienation of land by either sale or mortgage from a member of specified agricultural castes to members of other castes. The necessity of extending similar legislation to the rest of the province has of late been considered, and after a full inquiry into all the circumstances, it has been decided that such extension is unnecessary.

Finally the Court of Wards Act has been amended. The most important change is that proprietors whose extravagance or indebtedness is likely to dissipate their property may now be disqualified by Government and their estates taken under management by the Court: whilst advisory committees of landlords have been appointed to assist the Government and the Court in all matters relating to the assumption, management and release of estates. The responsibilities of the Court have grown with great rapidity; in 1907, 169 estates with a rental demand of 75½ lakhs were under management, whilst there are now (1912) 204 such estates with a rental demand of 117 lakhs.

85. An Agricultural department was created by Sir J. Strachey as far back as 1874, with the object of collecting information and increasing the food supply. Though experimental action in regard to cotton, sericulture, tobacco, &c. was taken during the years 1874 to 1901, there was little practical result, and the chief value of the department lay in distributing good seed and improving the land records. In 1905 however matters changed. The Government of India allotted funds, and a scheme was worked out, of which the main features are (1) agricultural stations in each distinct region of the province, which permit the detailed study of the local conditions on the spot, and the dissemination amongst the people of the knowledge so acquired; and (2) a central institution for research and education. The former agricultural school has become an agricultural college. The old school (opened in 1893) was in practice a school for officials only; though open to agriculturists few came forward, and those that did had usually the ulterior motive of Government service. The new college (started in 1907, though its buildings were not ready till 1911) provided accommodation for both research and education. The aim of the college is to train not only subordinate revenue officials, but landlords, estate managers and men equipped to carry out the higher branches of the work of the department, such as demonstration, lecturing and experiment; the need for both classes of men in modern conditions is urgent. At present the college is in its infancy and it is too early to speak of its probable results. Efforts have also been made to improve the quality of the more important cereals by maintaining local seed depôts, and attempts, not all unsuccessful, have been made to introduce European agricultural implements. The qualifications of the revenue staff and the accuracy of the land records are rising steadily. The improvement of sugarcane and cotton, the two most valuable money-making staples of the province, is being scientifically studied, and already promising results have been attained.

86. Masonry wells have always been a need of agriculture in the provinces. After 1878 some experiments were made which proved fruitless. In 1906-7 a detailed well survey was commenced and its results show that there are 3 main tracts, the submontane and the Doab tracts and Bundelkhand, where conditions in the matter of well irrigation differ. In the submontane tract what is required is a satisfactory percolation well—a problem still in process of solution. In Bundelkhand the water-level is so low that power pumps are required to raise water; and it is believed that this form of

irrigation will be taken up by the people. Already some 30 projects are in progress. In the Doab considerable success has been attained. A trained staff of well sinkers fully equipped with tools is now available and their services can be hired at a small cost.

87. The main obstruction to well sinking as well as to many other forms of agricultural improvement is the lack of capital. Thus the Government has endeavoured to remedy in two directions. The settlement system has been thoroughly revised and the pockets of the revenue payers are increasingly spared. The collection of the revenue is much more elastic, and in times of calamity suspensions and remissions are granted liberally. On the other hand, a liberal policy, so far as funds permit, is pursued in the matter of agricultural loans, whether for permanent improvements, such as building tanks, dams, wells, &c. or for minor necessities, such as the purchase of seed or cattle. Nor is this policy without its educative value: loans are now granted to individuals on the joint security of their friends, and the people are thus being familiarized with the first principles of co-operative credit.

The system of  
agricultural  
loans.

88. Cheap credit is the agriculturist's great need, which up to the present has been met by the money lender. In famine time the tenant borrows freely from Government, who plays the benevolent bania at such times to some purpose. A crore and a quarter was advanced in 1907-8 for the rabi, 78 lakhs for the kharif; the agriculturist, it has been estimated, will take 3 crores when he is next compelled to do so by a similar disaster. The principle of joint security enables Government to give and the agriculturist to take much larger loans than of old. But in normal times the only available capitalist is the village bania, whose resources are inadequate, and whose rates of interest, in view of the trivial security which the individual cultivator can offer, are high. The co-operative credit society solves the difficulty, because the joint and unlimited liability of all members can secure loans at much lower terms than any single cultivator could. There has been notable progress in the establishment of such societies, a new departure in this decade. In June 1907, there were 24 central banks financing small societies with a capital of some 7½ lakhs, 130 rural cash societies maintaining their own accounts with a working capital of under 2 lakhs and 12 seed societies: in June 1911 there were 26 such central banks with a capital of 28 lakhs, 1,090 cash societies with a working capital of 19½ lakhs and 18 seed societies. Such societies also prove an invaluable medium to the Agricultural department by which to reach the cultivator: the best types of societies are now beginning to perform the functions of agricultural associations, supplying good seed, assisting in the demonstration of improvements whether of methods or implements, introducing new crops and exhibiting local products.

Co-operative  
societies.

89. Amongst the minor matters in which improvement has been effected or inquiry with a view to improvement made during the decade, are the maintenance of grazing grounds and the breed of cattle, the development of agriculture in the hills, by means of experimental nurseries for new plants and fruit trees and the establishment of a Kumaun fruit growers association, the creation of a subordinate gardening service, and the revision of the pay of naib-tahsildars, supervisor and sadr kanungos. The agricultural court at the Allahabad exhibition will be referred to later; as well as such changes in the nature of decentralization as affect revenue and agriculture.

Minor improve-  
ments.

90. An administrative change may here be referred to, inasmuch as the causes which led to it are chiefly connected with revenue and agriculture: Up to 1891 Jhansi, Jalaun and Lalitpur (now part of Jhansi) formed a separate revenue division. Certain changes then occurred which involved the inclusion of these three tracts in the Allahabad division. The arrangement after 17 years' experience has been proved unsatisfactory. Bundelkhand is a tract entirely, so far as this province is concerned, *sui generis*. The tract's physical features are unlike those of any other district, it has its own separate economic problems, it is especially subject to climatic disaster, and its people are backward and primitive. Its revenue system in some respects, especially in the matter of quinquennial revisions of settlement, is peculiar to itself: special legislation in the nature of Enumbered Estates and

The Jhansi  
Commissioner-  
ship.

Land Alienation Acts has had to be applied to it. It needed the closest attention of its Commissioner, who, with the charge of 7 districts covering an area of 17,000 square miles, could not give it such attention. With effect from the 1st November 1911, it was constituted into a separate Commissionership, with head quarters at Jhansi, of four districts—Jhansi, Jalaun, Hamirpur and Banda. As a result Etawah and Farrukhabad have been transferred from the Agra to the Allahabad division, and Aligarh from the Meerut to the Agra division.

### PART III.—FAMINE.

#### Early famines.

91. Famines are known to have been frequent before British rule, but their history is lost, save for a few horrors recorded in contemporary accounts. Between A.D. 1291 and 1786, there were 13 famines round Delhi alone. There was one at the end of the 13th century when people drowned themselves in the Jumna from hunger; another between 1325 and 1350, when the results of drought were aggravated by the exactions of Muhammad bin Tughlak. The Upper Doab suffered at the end of the 14th century after the ravages of Timur: and in 1424 famine prevented the march of an army to Kanauj. In 1471 the Lower Doab and Bundelkhand suffered during the wars between the Lodis and the Sharkis. Famine due to drought ravaged the Doab in 1661. In 1783-4 occurred the *chalisa* (1840 was the *samvat* year), in which instructions were issued to chiefs and collectors to regulate the price and sale of grain and establish store houses. The monsoon of 1803 failed and famine again visited the provinces. Thirty lakhs of revenue were remitted, ten lakhs advanced to landowners and a bounty offered on all imports of grain into Benares, Allahabad, Cawnpore and Fatchgarh. In 1812 there was a famine in the trans-Jumna tract of which little is known.

1837-8.

92. In 1837-8 occurred perhaps the worst famine of the 19th century. It was intense from Allahabad to Delhi and worst from Cawnpore to Agra. The rains of 1836 failed and previous harvests had been poor. Prices rose to 10 seers a rupee, there were violent outbreaks of crime, and the troops were called out; mortality was very great. The principles of modern relief policy date from this famine. Ninety-five lakhs of revenue were remitted, 20 lakhs spent on relief work and 3½ lakhs on gratuitous relief.

1860-61.

93. After the mutiny and two years of irregular rainfall, conditions were ripe for famine. In 1860 the monsoon failed and famine was general in Bundelkhand and between Agra and Delhi. Nine lakhs were spent on relief works, 5½ lakhs on gratuitous relief, 3 lakhs were given in advances and 2½ lakhs of revenue remitted. Poorhouses were opened for the first time, at the suggestion of Mr. (afterwards Sir John) Strachey: and relief was given to *parda-nashin* ladies in their homes. This famine produced the report by Colonel Baird Smith already referred to: he attributed the greater resisting power of the people to stability of tenure, the result of the new settlement and canal irrigation.

1868-9.

94. The "Rajputana" famine of 1868 affected the same parts of the country as the preceding one, but was intense chiefly in the trans-Jumna tracts. Food was poured in from Oudh and the eastern districts. The relief system broke down under the weight of immigration from the neighbouring states and the mortality was great. Twenty-five lakhs were spent on relief works and 4½ lakhs on gratuitous relief: there were advances of 10 lakhs but remissions of revenue were small. It was on this occasion that Sir William Muir, then Lieutenant-Governor, issued the famous order that officers were personally responsible that every life that could be saved was saved.

1873-4.

95. The Behar famine was accompanied by scarcity in the adjacent districts of this province and in Bundelkhand, but little relief was required.

1877-8.

96. The monsoon of 1877 failed and the autumn crop was lost: but good rains in October and December saved the spring crop. Relief works were opened in September, but people did not come in any numbers till early in 1878. Only 16 lakhs were spent on relief works and about 4 lakhs on gratuitous relief.

1890-92.

97. In 1890 both crops failed in Kumaun, and though there was money there was no grain to be bought. Government imported 45,000

maunds of grain which saved the situation. Exactly similar measures were required in 1892, when, though relief works were opened, few people came to them.

98. The monsoon of 1895 failed in Bundelkhand, and by the end of the year relief was started. The rains of the next year failed more or less generally, and famine was general save in the Meerut division. The organization was extremely elaborate. The expenditure on relief was 167 lakhs, 40 lakhs were advanced, 145 lakhs of revenue were suspended, and 65 lakhs remitted. The people came out of the ordeal, on the whole, well. Though the labouring population had not improved in condition, it was clear that the landowning and tenant classes had exhibited a power of resistance previously unknown.

1896-7.

99. In 1904 and 1905 the crops were unsatisfactory in Bundelkhand, Muttra, Etawah and parts of Agra and Cawnpore, whilst the monsoon of 1905 was very badly distributed. The result was that in 1905-6 conditions approximating to famine prevailed till a good monsoon in 1906 brought relief.

1905-6.

100. The monsoon of 1907 failed completely in August and by December most of the province was in the grip of a severe famine. Nineteen districts were classed as famine, 21 as scarcity and 8 as normal districts. It was remarkable for attacking Oudh, parts of which scarcely knew what famine was, with great severity, whilst as usual the trans-Jumna tracts suffered. The power of resistance of the people however proved to be very great indeed, and the excess of the death rate over the normal was only 3.88 per mille during the famine months, which is low as famine death rates go. The net loss in crops was valued at about 30 million sterling; 207½ lakhs were spent on famine relief generally: 77½ lakhs of revenue and 12½ lakhs of advances were remitted, and 274½ lakhs of advances were made. The most striking feature in this famine was the absence of wandering which kept the death rate down and the poorhouses empty.

1907-8.

101. Since this famine, the Famine Code of 1905 has been carefully examined and amended. The amendments range from matters of detail to questions of principle and have been accepted by the Government of India. The programmes of famine relief works whether of the Public Works department or the village programmes have been and are still being amended; and the Irrigation branch has been preparing supplementary lists of small irrigation works.

#### PART IV.—LOCAL SELF-GOVERNMENT.

102. Up to 1871 the only revenue over which the Provincial Government had control was that raised from such sources as ferries, pounds and cesses on land. The cesses were payments made by zamindars with the land revenue. In 1871 these cesses received legal sanction: the receipts formed a provincial fund from which allotments were placed at the disposal of the district committees, half the members of which were non-officials appointed by Government. These committees replaced a number of distinct bodies which had assisted district officers in the management of roads, education, and dispensaries; and their functions were confined to these matters. The rates were raised in 1878 by an additional famine cess of 2 per cent. on the revenue; and from the same year the difference between provincial and local expenditure was more clearly marked.

District self-  
government.  
Early history.

103. Act XIV of 1883 provided for a board in every district with power to supervise the control and administration of roads, schools, dispensaries and other local works. There were also local boards in tahsils, but these had no independent authority and no longer exist. The Act also provided for the establishment of a fund in each district to which were credited the receipts from local rates minus certain deductions, especially for *chaukidars* (village police) and the famine rate. The fund also obtained other receipts such as those from pounds and ferries. The expenditure of the board always exceeded their income, and for some years the contributions from provincial revenues required to make up the balance was calculated to produce exact equilibrium, and there was never any balance from year to year. The boards were chiefly consultative bodies, and took little or no interest in their duties, partly no doubt owing to the absence of financial independence.

Act XIV of  
1883.

Further pro-  
gress.

Finance con-  
tract of 1906.

104. In 1897 the district funds took on a complexion of more reality. Opening balances were allotted and an attempt was made to ascertain the normal income and expenditure of each district. Annual grants were then made from provincial revenues sufficient to provide a small margin, but it was found impossible to fix these for a term of years in the unsettled condition of provincial finances. Balances were however carried forward from year to year. Act II of 1906 paved the way for greater financial independence by abolishing all deductions from the rates except those for village watchmen. The famine rate was abolished. Act III of 1906 enlarged the sphere of usefulness of the boards. In 1903-4 there were 48 district boards with 938 members, of whom 255 were appointed *ex officio*, 74 nominated and 609 elected.

105. In 1906 contracts were made with the boards regulating the contributions from Government during the next three years. The contracts provided for a normal expenditure (based on the budgets of 1906-7), for an annual increase of 1 per cent. in the recurring expenditure and for a margin between the income and recurring expenditure, which was to be available for original works. Since then various additions and reductions have been

Head.	Receipts.
Land revenue ..	48
Local rates..	1,03,56
Interest ..	89
Police ..	13,22
Education ..	17,90
Medical ..	8,96
Scientific departments..	1,37
Miscellaneous ..	1,15
Civil works..	18,97
Ferry fund surplus ..	1,28
Provincial contribution	60,27
Total ..	2,40,60
Average, yearly ..	80,20

made, the latter owing to the provincialization of certain charges. The receipts of district boards during these three years are shown in the margin (000's are omitted and figures are rounded to nearest 1,000). The expenditure during the same period aggregated 2,34,49, or a yearly average of 78,17. The system of special grants for original works was abolished: in its place a programme was prepared to form the basis for future working and the distribution of such funds as were available for allotment in the provincial revenues. The cost

of these works amounts to 104½ lakhs, of which 15½ for middle vernacular schools, 11½ lakhs for primary schools, 8½ lakhs for hospitals and dispensaries, and 66½ lakhs for communications, are the most important items. It was calculated that these works could be completed in 13 years and the budgets were framed accordingly; consequently the boards know definitely the amounts they will receive from Government on this account for 13 years, a fact which has induced a greater sense of responsibility.

Decentraliza-  
tion.

History of the  
local rates.

106. Such action as has been taken in consequence of the recommendations of the Royal Decentralization Commission will be referred to later.

107. At the present time proprietors contribute in all 5 per cent. on the annual value of their land as local rates. This term may be explained. The annual value is taken as twice the land revenue, actual or assumed. In the earlier settlements the rates were calculated on the assets; and as the revenue was theoretically 50 per cent. of the assets, the assets were theoretically equal to the annual value. But in practice the revenue is usually much less than 50 per cent. of the assets, so that the annual value is considerably less than the assets, and in consequence it is simplest to speak of the rates as being 10 per cent. of the revenue. In Agra the local rates consist of a 10 per cent. consolidated rate; in Oudh of a 5 per cent. consolidated rate, and 6 per cent. rural police rate.

Agra local  
rates.

108. At the settlements under Regulation IX of 1833 the village servants were paid by the proprietors; patwaris received cash or grain payments, chaukidars rent free holdings. The proprietors also paid the following cesses, which in theory were voluntary, viz. ½ per cent. of the assets each to the road and school funds respectively and ⅙ per cent. to the district post fund.

109. In 1855 it was proposed to give the proprietors some relief and put the cesses on a more regular footing, under the Saharanpur rules; but the mutiny intervened and the relief was never carried out. The chaukidars' remuneration was however converted to a cash payment, and the police were reorganized; one chaukidar was allotted to every 60 houses and received Rs. 3 per mensem. In 1863 it was found that these payments fell very unequally on the proprietors: and a uniform cess of 2¾ per cent. on the land revenue took their place, whilst Government took over the responsibility for



the village police. It was also decided to consolidate the cesses with the land revenue in one engagement; they had formerly been the subject of separate engagements. The old cesses amounted to  $1\frac{1}{8}$  per cent. on the assets or  $2\frac{1}{4}$  per cent. on the revenue; with the  $2\frac{3}{4}$  per cent. chaukidari cess the total was 5 per cent. In 1836, however, as this last cess was found insufficient it was raised to 10 per cent., which was given legal force in 1871 (Act XVIII); and in 1878, with the institution of the famine rate, it was further raised to 12 per cent. From 1st April 1905 the famine rate of 2 per cent. was abolished.

110. As regards patwaris it is sufficient to say that from 1833 to 1879 they were supposed to receive pay equivalent to 3 per cent. on the assets of their circles, or 6 per cent. on the revenue. In 1879 a provincial fund was constituted for their pay (Act VIII). In 1882 (Act XIII), proprietors were relieved from the necessity of paying patwaris, and debarred from suing for the recovery of the patwari cess from the tenants. This however pleased nobody for the cess had long been merged in the rent, and the landlords objected to the complete independence of the patwaris. Accordingly by Act IX of 1889 a reduced rate of 4 per cent. on the land revenue was imposed. This rate was subsequently abolished from 1st April 1906.

111. At the first regular settlement after the mutiny the cesses amounted to  $2\frac{1}{2}$  per cent. on the revenue, as follows: road fund 1 per cent., school fund 1 per cent., district post fund  $\frac{1}{4}$  per cent., margin fund  $\frac{1}{4}$  per cent. These cesses were incorporated in the land revenue engagements. In 1871, a local rate of  $2\frac{1}{2}$  per cent. and in 1878 a famine rate of 2 per cent. were added, making in all 7 per cent., at which it was consolidated by Act V of 1894. The famine rate of 2 per cent. was as previously stated, subsequently abolished from 1st April 1905.

Oudh local  
rates

112. In 1856 the chaukidars became cash paid Government servants and a cess of 6 to 7 per cent. on the land revenue was levied to pay them. After the mutiny they were again paid by rent free holdings, but this caused a great deal of trouble, and after various makeshifts the chaukidari force returned to its position of 1856 in 1895, and the chaukidari rate was fixed at 6 per cent. on the revenue. It is unnecessary to tell the story of the struggle between the taluqdars and the Government over the patwaris. Government all through endeavoured to assert some measure of control over these officials, whilst the taluqdars maintained that they were their private servants. In 1880 (Act IX) the patwaris finally became Government servants and a cess of 3 per cent. on the land revenue was imposed, which, as mentioned in paragraph 108, was subsequently abolished.

113. At the time when British rule began, towns were usually administered by the kotwal or city police officer, who was responsible for elementary conservancy and the regulation of the residences of "butchers, hunters of animals, washers of the dead and sweepers." By Regulation XVI of 1814 ward committees of householders were appointed to assess and collect a tax for the payment of subordinate police. Act XV of 1837 made it legal to apply savings from this rate to urban improvements, and committees of private persons were appointed to assist in the supervision. Act X of 1842 authorized Government to appoint representative committees in any town where two-thirds of the householders desired the Act to be introduced; this committee could impose a rate of 5 per cent. on the annual value of premises and the proceeds were applied to improvements. The Act was a failure and was repealed by Act XXVI of 1850, which gave the Government a freer hand in the constitution of municipal committees, and also allowed town dues or octroi to be imposed; whilst the committees were authorized to make rules, with Government sanction, defining and prohibiting nuisances. This Act was subsequently applied to Oudh. In 1868 Act VI was passed for the Agra province, which provided for the gradual introduction of the elective system, enlarged the basis of taxation by permitting a tax on houses and land up to  $7\frac{1}{2}$  per cent. of the actual value, with taxes on professions and trades, carriages and animals used for draught or burden, and tolls, besides octroi. The duties of the municipal committees were defined more clearly and expenditure on education was

Municipal self-  
government.



**Chapter I.  
PHYSICAL  
AND POLI-  
TICAL GEO-  
GRAPHY.**

which also conferred power to regulate carriages plying for hire. The next and most important Act of all was Act XV of 1888, which provided for the elective principle in all cases and was extended to all municipalities except six, which were considered backward. The Commissioners were given increased functions with regard to the supervision of municipal work and the powers of the boards to make rules for the prevention of nuisances were more strictly defined. Act I of 1900 gave larger powers to deal with matters of public interest and convenience and new taxes were legalized. A bill to amend it is now under consideration.

**Octroi taxa-  
tion.**

114. The great improvement since that date is in connection with octroi. After having been abolished many years before it was re-introduced generally about 1860. It was a tax that required a great deal of regulation and between 1868 and 1903 Government issued orders on the subject no less than 9 times. It was held to be preferred by the public to direct taxation, but there was a steady advance towards the substitution of the latter. In 1906-7 octroi receipts were only 72 per cent. of the income from taxation as against 86 per cent. in 1870-71. In October 1908 a committee was appointed to inquire into the whole system. Their report, whilst recognizing its advantages, its productiveness, the preference of the people for indirect taxation, and the smallness of the burden imposed by it on individuals, pointed to many disadvantages. It contravened the principle that taxation should never touch what is necessary to the subsistence of the consumer, it was expensive to collect, and offered many opportunities of speculation and oppression. It was a heavy and effective tax on through trade in spite of the system of refunds, and was responsible for much displacement and even prevention of trade. They advised that the system should be abolished at almost any cost. In forty-four towns they recommended the substitution of direct taxation, a change which has been approved by the Government of India: much has already been done to carry out the recommendation. Elsewhere they suggested a terminal tax and this change is still under consideration. In some places where octroi still remains certain improvements in procedure have been introduced.

**Decentraliza-  
tion.**

115. The improvements carried out in accordance with the recommendations of the Royal Commission on Decentralization will be noticed separately.

**Election  
procedure.**

116. New rules were published in 1910, revising the procedure of election of municipal members. This action had become necessary in view of the occurrence of serious irregularities in several places, and the changes were designed to secure the unbiassed preparation of voters' lists, the secrecy of the ballot, and full publicity throughout the proceedings.

**Municipal  
sanitation.**

117. Before 1908 municipal drainage had been looked after by an inadequate staff without sufficient attention to economy, and in an incomplete or extravagant fashion. After the recommendations of the Sanitary Conference of that year were received, the task of directing the energies of municipalities, and of distributing the annual grant of 5 lakhs for sanitary work, was made over to the Sanitary Board. Many projects were recast, and the programme now only includes works which can be carried out in a reasonable time. There are now 49 projects to be undertaken, and 51 to be worked out as soon as the staff available permits. Drainage schemes have been completed in Mirzapur, Hathras and Moradabad, and begun in many other places. The extension of such schemes is entirely a matter of money; the expenditure has risen from under 4 lakhs in 1908-9 to nearly 7 lakhs in 1910-11. The supply of pure drinking water is another matter on which much money has been spent. A provincial service of health officers has been started, to be posted to municipalities, who will generally provide half their pay; whilst the introduction of a trained conservancy staff is also in progress. Many town improvement schemes are also being carried out, and experiments in the matter of providing model dwellings have been made.

**Notified areas.**

118. In 1904, 16 towns were constituted notified areas under Act I of 1900, and the total number of such areas now is 45. Their administra-

committees appointed by Government, and only certain parts of the Act are applied to them.

### PART V.—POLICE.

119. Before the mutiny police duties were carried out by the native army, various disconnected establishments, and a military police force, all of which melted away during the mutiny with great rapidity. Pre-mutiny police.

120. After the mutiny, a commission sat at Calcutta, whilst a local committee sat at the same time. The commission evolved a scheme for a force on the model of the Irish constabulary consisting of a dismounted force of civil police dispersed in large numbers at suitable points. Each circle with a separate force was divided into beats for daily visitation. The local committee however maintained a mounted branch and reduced the size of the circles, dispersing the force in small bodies within 6 miles of each other. The district magistrate had only a general control over the superintendent of police, and this caused much friction. 1860.

121. In 1863 therefore the system was again remodelled. The daily walk system was replaced by a system of police reports, and the force was concentrated at stations under sub-inspectors. There had been a deputy inspector-general to each revenue division under the old scheme, and the commissioners had no power at all. This was now given, and the deputy inspectors-general were reduced to two whilst the subordination of the district superintendents to the district magistrates was asserted. 1863.

122. Various changes occurred during the next 23 years, which may be summarized as follows :— 1867—90.

(1) 1867.—A special East Indian Railway police under an assistant inspector-general was formed, which has since grown into the Government Railway Police.

(2) 1876.—The district superintendent was made the assistant of the district magistrate, and commissioners were given the powers of deputy inspectors-general.

(3) 1879.—The 1st grade of district superintendents was abolished and the pay of superior officers reduced. This was due to the gradual disappearance of the old class of military superintendents and the recruitment of men from the class of unemployed Europeans.

(4) 1886.—The Etawah riots of 1886 and the Agra dacoities of 1886-7 proved the weakness of the armed police, which was increased in numbers, whilst 4 extra assistant district superintendents of police and 8 court inspectors were added. But it was already becoming clear that much larger reforms were necessary.

123. A committee met in 1890 which suggested reforms costing 8½ lakhs. These consisted in trebling the number and improving the pay and allowances of sub-inspectors: in raising the pay of the rank and file; in restoring the pay of district superintendents of police to which it was before 1879, and increasing that of assistant superintendents of police and court inspectors. With minor reforms in procedure, one great change was effected in separating the upper and lower branches of the service in recruitment and status. Promotion from the ranks was greatly limited. At the same time European officers began to be recruited in England by competitive examination instead of by nominations in India. 1890.

124. In 1902-3 was held the Indian Police Commission, whose report necessitated far-reaching reforms, which have since been elaborated. There are now (since 1904) four deputy inspectors-general instead of 3, of whom one is in charge of Railways and the Criminal Investigation department. The pay of all higher grades was improved: whilst the number of the assistant superintendents was increased. A class of deputy superintendents, 35 in number, was created. The number of inspectors was raised to 258, of sub-inspectors to 2,042, of sergeants to 52, and of constables to 27,469, whilst the grade of head constables was reduced. The pay and 1902-3.

Criminal  
Investigation  
department.  
Police training  
school.

125. The important addition of a Criminal Investigation department was also made in consequence of the recommendations of the Police Commission. It consists of a central provincial bureau with a staff of trained detectives.

126. The training school at Moradabad, founded in 1893, has been reconstituted. In this assistant superintendents of police and sub-inspectors are both trained; and about 85 per cent. of the latter come direct from the school, only 15 per cent. being promoted head constables.

#### PART VI.—EDUCATION.

Before 1843.

127. In 1791 Jonathan Duncan founded a college at Benares to cultivate the laws, literature, and religion of the Hindus, and incidentally to supply qualified assistants for European judges. In 1823 Pandit Gangadhar left funds to endow the Agra College. Between 1823 and 1837 eight schools, chiefly for Oriental learning, were opened. From 1835 however English education was gradually introduced in accordance with Lord William Bentinck's minute inspired by Lord Macaulay.

1843—54

128. In 1843 the control of education was made over to the Local Government. Mr. Thomason then took in hand his famous organization of the educational system. Indigenous schools were aided instead of the existing expensive institutions: vernacular became the medium of instruction, and text-books were drawn up. In 1849 a scheme was sanctioned for a model school at the head quarters of each tahsil in eight districts (Bareilly, Shahjahanpur, Agra, Muttra, Mainpuri, Aligarh, Farrukhabad, Etawah): there was a district visitor and two or three pargana visitors in each district, all under a Visitor-General. In 1854 Mr. Alexander, Collector of Muttra, devised a scheme by which primary schools were established for groups of villages and paid for by the landlords (*halqabandi* system). Other districts soon followed this example.

1854—71.

129. Mr. Thomason's system was warmly commended by the Directors in 1854, who ordered its adoption all over India. The department of Public Instruction was constituted under a director and two inspectors and devoted itself chiefly to founding *halqabandi* schools and tahsili schools as described above. There were two colleges and one high school: but otherwise secondary education was left to the missionaries, who maintained 3 colleges and 10 schools. District schools were established in 1837. In Oudh the earliest schools were of this nature; they were started by private subscriptions and Government grants between 1859 and 1862, whilst tahsili schools were introduced between 1861 and 1865: the Oudh department was established in 1864. University education commenced with the affiliation of colleges to the Calcutta University in 1860.

1872—81.

130. In 1872 was founded the Muir Central College at Allahabad which was intended to be the focus of an improved system; and in the same year the idea of the Aligarh Anglo-Muhammadan College took shape. Before this date some attempt had been made to concede the principle of local control by the appointment of educational cess committees; but it was not till the passing of the Local Rates Act of 1871 that these committees became active bodies, when they were turned into sub-committees of the district committee or board. In 1877 they were given partial control over the tahsili schools. About the same time fees were for the first time raised. Municipal committees were more or less independent and the growth of municipal schools was a feature of the decade: but the district committees remained financially impotent.

1881—7.

131. The Commission of 1882 animadverted on the want of support given to private enterprise both in the matter of indigenous primary and secondary schools. The educational sub-committees were abolished in that year and to the district and municipal committees was given the administrative and financial control of all Government primary and secondary schools: the district inspecting staff was subordinate to them. This was the position for many years. In 1887 the Allahabad University was founded.

1887—1906

132. For the next twenty years the history of education is a history of attempts to get more money into the details of which it is hardly necessary

133. Save in the direction of primary education, the last quinquennium has witnessed a remarkable expansion. The number of primary schools has risen from 9,135 (board aided and unaided) to 9,207 with 477,141 scholars as against 385,352, the expenditure has risen from 13½ to 16½ lakhs. Considerable progress was made during the beginning of this period, but in 1909-10 there came a distinct set-back, from which a recovery was made only in 1911-12. A committee on primary education, representative of both official and non-official opinion will be appointed during the present year, and it is hoped that its recommendations will result in improvements in administrative methods, which may eventually diminish the aversion or indifference to education at present displayed by the cultivating and artisan classes. Any large measure of progress is however essentially a matter of money. Provincial resources are quite inadequate for the purpose, and need to be liberally supplemented.

In directions other than that of expansion in numbers, some advance has been made. The number of upper primary schools has slightly increased; the pay of teachers though still far too low has since improved. More training classes have been opened and uncertificated teachers are now in a minority. The district inspecting staff has been brought under the department of education, a reform which should make for continuity in policy and its pay has been revised.

134. In 1907 a committee met to consider the needs of secondary education. Before 1906 district high schools had been under the Educational department, but by the District Boards Act of that year they passed under the boards. It was quickly shown however that the system was unsuitable. The boards were unable to deal with technical questions, whilst administration, especially in the matter of transfers of masters, became extremely difficult. Moreover it was an accepted principle that Government schools should be model schools, and that Government should confine itself to setting a standard. This was impossible, if Government did not control the schools. As a result the high schools were provincialized. The pay and prospects of head masters have been improved, whilst the institution of a training college of higher grade than previously existed together with a lower grade college for undergraduates has done much to improve the qualifications of the masters. The cadre of inspectors has been increased; there are now 14, one to each revenue division, four special inspectors for drawing, science, and oriental languages and one inspector of normal schools and training classes. The equipment of the schools and the hostel accommodation have also been improved. Finally the introduction of the school leaving certificate examination has proved a great success. In 1904 the old school final examination and the university entrance examination were amalgamated into the matriculation examination. But it was narrower in scope than the examinations it replaced, and whilst providing for the needs of university students ignored those who did not intend to follow a university career. The new examination is conducted by the department; it provides courses leading up to university studies and as such has been recognized by the University authorities as a substitute for the matriculation; but it also has courses for those who intend to follow other walks in life. Its character is also new; for oral and practical tests form part of it as well as written tests, and account is taken not only of the examination results themselves, but also of the record of work done in class.

135. Female education is still in its infancy, and real progress only began in this decennium. A chief inspectress has been appointed; the normal school at Lucknow has been enlarged, and its staff revised so as to enable it to train secondary teachers more effectively. Fifteen training classes have been established, and the Crosthwaite Girls' School at Allahabad has received a grant which enabled it to open a training class for teachers of good social status. There has been a steady, if slow, improvement in the quality of teachers, and it is the lack of suitable, or indeed any, women teachers which has chiefly stood in the way of progress. The number of model schools has risen to 62: the system of scholarships has been extended. On the whole there has been satisfactory progress and the number of female literates has doubled since 1901. There are now 7 inspectresses instead of 4.

Female  
education.

136. Much has been done, by giving stipends to students sent to the Sanawar training class, by providing grants to teachers with certain qualifications, for the boarding of indigent scholars, for free day-scholars, by increasing scholarships, and in other ways, to improve the facilities for the education of the European domiciled community. The most important event however is the reorganization of the famous Martinière College at Lucknow. A larger and better paid staff, the improvement of the courses of instruction, the construction of laboratories and workshops, are the chief items in this reorganization, which has been carried out by funds provided by the trustees and liberal assistance from Government. The school has now come under the inspection of the Education department.

Arts Colleges.

137. No addition has been made to the numbers of arts colleges in the provinces, but the staffs of most of them have been greatly strengthened, whilst the study of economics, biology, and other subjects of importance in view of industrial progress has been provided for. Buildings and hostels have also been greatly extended and increased in number. In this connection, it may be mentioned that the needs of oriental studies in the matter of staff, equipment, and buildings have not been neglected. The University took the first step to a change from an examining to a teaching body, when the school of law was opened in 1907 : a senate hall has also lately been built. There are also proposals under consideration for a library and certain professorial chairs. There have been many improvements in the courses required for degrees, whilst a faculty of medicine has been established consequent on the opening of the Medical College at Lucknow, and a two years' course in commerce has been instituted.

The Medical  
College.

138. The Medical College at Lucknow was inspired by the visit of the King-Emperor and Queen-Empress in 1905. Seventeen lakhs have been contributed by Government and 13 by subscription. The buildings are of the most complete and modern description, whilst the standard of instruction is intended to be of the highest, and to meet all requirements of a training in surgery, medicine, gynaecology and hygiene. There will be 16 professors, of whom the Principal and five others will be members of the Indian Medical Service. The college's first session began in October 1911 with 32 students.

## PART VII.—INDUSTRIAL PROGRESS.

Before 1901.

139. In the General Administration Report of 1901-2 it was possible to sum up what there was to say about industrial progress in a paragraph of 12 lines : progress indeed was but just commencing. There have always been a good many more or less flourishing hand industries in the province ; but the rapid growth of mills and factories is a phenomenon of this decade. At the census of factories taken in 1911 there were 366 in existence employing over 20 hands, and of these 176 used some sort of mechanical power.

140. The chief industries of the province are cotton and sugar. These were both indigenous industries, and chiefly hand industries. There are now many factories connected with the preparation of these two articles. Silk, embroidery, wool, carpets, and rugs (both woollen and cotton), dyeing, goldsmith's work, brass and copper, pottery and leather, are other industries which are important in various places : whilst jute and iron are coming into prominence. Soap works, ice factories, flour mills, oil presses, printing presses, brick and tile works, glass works, dairies, stone and wood-carving are also found. A few years ago indigo was a leading industry of the province, but is now in a rapid decline : whilst the lac factories of Mirzapur have also closed their doors of late. A striking feature of the industrial system of the province is the way in which industries which have no sort of connection with each other are combined in one factory, so that a mill which at one time gins cotton at another grinds flour or makes ice. The cause is that some industries are of a seasonal nature, and by this method the machinery is kept working all the year round.

1901-1911-12.

141. This decade and especially the last quinquennium has witnessed a great expansion of industry, whilst Government has devoted much time to its systematic development. The first step taken was to carry out an

monographs on individual arts and industries, but many of them are now old, and they dealt rather with the actual state of affairs than with the causes of decline of such industries as were indigenous and the possibilities of reviving them. In 1907 a complete survey was begun by a special officer which has since been completed.

142. Next an Industrial Conference was summoned to consider how industrial enterprise could be encouraged and to frame a system of industrial education. Its first recommendation was the creation of a department to deal with industrial questions and control technical education. This proposal has been carried out. The duties of the new Director of Industries are firstly to inspect technical and industrial schools and advise on such education, and secondly to control an office, which shall be a bureau of information for all persons who wish to develop or initiate industries, and thirdly to investigate the possibilities of development. The office came into existence in 1910. A technological institute was also recommended, and though lack of funds has made it impossible to carry out the scheme in its entirety, much has been done. A technological department has been started at the Thomason College which includes a textile, a mechanical, and an electrical section; whilst the appointment of a chemist with four assistants and the construction of a laboratory and workshops which are to form the nucleus of a technological institute at Cawnpore have lately been sanctioned. The Industrial School at Lucknow has been extended by new workshops and its equipment has been improved; the staff has been increased, and a hostel built. A new industrial school has also been opened at Gorakhpur. A school of design at Lucknow (to teach designing for textiles, metal work, wood and stone-carving, furniture, calico-printing and modelling), an experimental cotton-weaving station at Benares and a carpentry school at Bareilly have been opened. Three demonstration schools for popularizing improved methods of weaving have been opened (1908), whilst five similar private schools receive grants from Government. It is said that they are showing signs of progress. One of them (the Hewett Weaving School at Bara Banki) already exhibits its productions in so public a place as a stall at the Lucknow railway station.

143. The Allahabad exhibition was opened on the 1st December 1910 and remained open for three months. Government was responsible for the agricultural, forestry, and educational courts and also advanced a loan: the rest of the expenditure was met by private subscriptions. Besides these courts there were irrigation and medical courts: a textile court, where the chief exhibitors were the Elgin, Muir and Cawnpore cotton mills, the Cawnpore Woollen and Egerton Woollen mills, and the Bara Banki Hewett Weaving School: an engineering court, chiefly tenanted by Marshall & Co., Heatley & Gresham, Burn & Co., Osler & Co., the German Engineering Building Co., Octavius Steel & Co., Balmer Lawrie & Co. and Jessop & Co.; the wood, stone and metal courts, which had specimens of woodcarving from Saharanpur and Nagina, architectural stone-work from Mirzapur, Agra and Muttra, and brass and copperware from Benares, Jaipur and Moradabad; the Native State courts; and, most interesting of all, the stalls where Indian artisans of all kinds were seen working at their traditional trades in the traditional way. The exhibition's object was to promote the advance of the province in industries and agriculture; and there are already signs, especially in the attitude of the landowning classes towards machinery, that it has assisted the industrial awakening of the United Provinces.

Allahabad  
exhibition.

144. Experiments of a successful nature have been carried out to test the commercial possibility of a cotton oilseed industry, with the assistance of Messrs. Begg, Sutherland & Co. of Cawnpore. Steps have been taken to amend railway rates for raw produce: and educational facilities have been afforded to their youthful employés by some firms in Cawnpore and elsewhere in the shape of half-time schools.

Various indus-  
trial improve-  
ments.

#### PART VIII.—MORAL PROGRESS.

145. Moral progress is not a thing that can be analysed or expressed in exact terms, and it is difficult to estimate its quality and amount at any

particular moment. Higher things are only attainable by the assistance of the "stepping-stones of dead selves;" destruction has to precede construction, and whilst matters are still in the destructive stage it is often difficult to foresee the ultimate advance. But there are signs of advance. Education is spreading and that "vague indistinct and fearful desire for social reform and the purification of religious and secular life," which was referred to in the similar report for 1901-2 has begun to take on a definite shape. The Arya Samaj has long preached many social reforms, especially higher education, a later marriage age, the abolition of the restriction on the re-marriage of widows and the abatement of caste restrictions. It has doubled its number of adherents in the last ten years and its census figures prove that it practises what it preaches, the factor in any crusade which makes most for its success. The various Hindu caste sabhas have in many cases preached similar reforms as strenuously and with some measure of success. The Muhammadans are not behind them in such advocacy. Even the "unrest" of the past few years, though it took its most coherent shape, unfortunately, in objectionable forms, betokened at all events that desire for "some new thing" which is the ultimate cause of progress. There is no longer stagnation but movement: it remains only to guide it in the right direction: and on the whole it can be said that its general trend has been in such a direction.

#### PART IX.—DECENTRALIZATION.

146. The following are some of the most important changes in administration which have occurred of late as the result of the recommendations of the Royal Commission on Decentralization:—

- (1) In the domain of local self-government the powers of district boards have in some cases been delegated to tahsil sub-committees, such as the upkeep of school buildings, the supply of furniture and apparatus to schools, arboriculture, repairs to unmetalled roads, and short leave and minor punishments of low-paid servants. The power to sanction district board budgets has been delegated to commissioners, whilst their accounts and the audit of those accounts have also been much simplified. The rules regarding public works undertaken by the boards have been relaxed, and they now enjoy practically complete control in respect of works not costing more than Rs. 2,500.
- (2) As regards municipalities, the gradual replacement of official by non-official chairmen is due to the recommendations of the Commission. This is a matter to which reference has already been made. The power reserved in the matter of ferry leases and transfers of property has been delegated to local officers: whilst commissioners have been authorized to sanction the farm of a tax. Though the commissioner is still required to sanction the budgets of indebted boards, boards not in debt are allowed to sanction their own budgets, and even indebted boards can make reappropriations during the year so long as the increased charge to meet which the transfer is made is not of a recurring nature. Further decentralization is only possible when the Act has been amended, a matter now in hand.
- (3) As regards questions connected with the administration of land, the new and wider devolution of responsibility in the Court of Wards, which has already been described, was largely due to the suggestions of the Commission. Many important changes in the matter of the subdivisional system have also been made:—
  - (a) The subdivisions of districts for revenue and criminal work have been fixed anew, on the basis of the proposals of a committee as revised by the Board of Revenue and Government. These subdivisions, though as nearly as

possible equal as regards the tale of work involved, could not be made completely so without ignoring tahsil boundaries. This was considered undesirable, and consequently it was also pointed out to district officers that the equalization of work was left to their discretion, and the subdivisions were indicated in detail where such measures appeared *prima facie* desirable.

- (b) Though Government did not approve of enforcing the residence of subdivisional officers in their subdivisions, the touring orders were re-emphasized to ensure that subdivisional officers spent sufficient time there, and it was recommended to the Government of India that eight other subdivisions, besides those which are so already, should become residential. Orders on this recommendation are still awaited, and the whole effect of this policy on administration is obscured by the present shortage of officers to work it.
- (c) The subdivisional officers of the six existing residential subdivisions have been empowered to hear appeals from convictions by magistrates of the second and third classes and to call for records. Joint and officiating joint magistrates of over five years' standing were also empowered to hear such appeals and district magistrates have been directed to apply for similar powers in the cases of deputy collectors whom they considered fit to exercise them. All first class subdivisional magistrates and other first class magistrates who have exercised such powers for two years were empowered under section 110, Criminal Procedure Code, within their districts : and tahsildars approved for deputy collectorships or otherwise fitted are in special cases invested with second class powers.
- (d) Several extensions of powers under the Revenue Act, which are held desirable by Government, are delayed until the amendments of the Acts have been carried out.
- (e) Residential subdivisional officers will be empowered not only to transfer but to remove or dismiss a patwari as soon as the above Acts have been amended. They have been given powers to punish tahsili peons, and have been given control of Act XX towns.
- (4) Other changes are all of a minor kind, such as entrusting commissioners with the power to issue circulars of a routine nature, to sanction sales of property of judgement-debtors where the Court of Wards were the decree-holders, to grant such portion of lapsed pensions as are available for distribution up to an amount of Rs. 25 to heirs in the case of the ex-Oudh and ex-Delhi royal families, delegating the power of making certain temporary appointments to certain heads of departments such as the Inspectors-General of Prisons and Registration ; and there were also certain minor alterations in the regulations connected with departmental appeals.

#### 4.—Form of administration.

147. There are two branches of the public services, the executive and the judicial. Strictly speaking, the former is administrative and both are executive. Executive and  
Judicial.

148. The head of the executive is the Lieutenant-Governor who is assisted by a staff of 5 secretaries and 5 under-secretaries. Three of the secretaries are members of the Indian Civil Service and divide the work of the civil department, one being chief secretary : the other two are chief engineers (for Buildings and Roads, and Irrigation respectively) in the Public Works department. All other heads of departments approach the Local Government through the secretaries. Local  
Government.



Hheads of  
departments.

149. The Board of Revenue consists of two members with three secretaries. The Board is the controlling revenue authority, subject to the Local Government in administrative matters but independent of it in judicial work : it is the final court of appeal in revenue and rent cases : and it is also the Court of Wards.

Other heads of departments are (1) the Inspector-General of Police, who has a personal assistant and is assisted by 4 Deputy Inspectors-General, (2) the Director of Public Instruction, (3) the Inspector-General of Civil Hospitals, (4) the Inspector-General of Prisons, (5) two Conservators of Forests. Subordinate heads of branch departments are (1) the Director of Land Records and Agriculture, (2) the Commissioner of Excise, (3) the Inspector-General of Registration, who is also the Deputy Director of Land Records of Agriculture, (4) the Sanitary Commissioner, and (5) the Director of Industries.

Commissioners.

150. The commissioners of divisions advise the Local Government, and (in revenue matters) the Board of Revenue, and control district officers. They are revenue courts of appeal and have final powers in some administrative matters.

District officers.

151. The district officer is the representative of Government in his district, and primarily responsible for its peace and the collection of its revenue. He is aided by a staff of assistants. He is responsible for the treasury, supervises excise and stamps, is frequently (though far less often than of old) chairman of the municipalities in his districts and always chairman of the district board. All matters affecting the district are submitted to him or reported through him to higher authority.

Revenue.

152. The revenue system rests on the village accountant (patwari), who is nominated by the proprietors of the village. He is supervised and controlled by the inspector (kanungo), who is the backbone of the revenue system. These officials are engaged in maintaining records and making reports. The collection of the land revenue is the work of the tahsildar and his assistant, the naib tahsildar. The tahsildar has large administrative and some judicial powers. He is directly subordinate to the collector.

Police.

153. The police system rests on the village policeman (chaukidar), who is nominated by the proprietor or proprietors of the village. He reports crime to the police-station to which he is attached. In charge of each police-station is a sub-inspector. The sub-inspector is directly subordinate to the superintendent of police, who is aided sometimes by an assistant or deputy superintendent or both, and always by one or more inspectors. The action of the police is controlled or directed by the district magistrate in his capacity of head of the criminal administration of the district.

Local self-  
government.

154. A fresh advance in local self-government has been made by the passing of the Local Rates and District Boards Act of 1906. There are now elected district boards with wider administrative and financial powers than were previously enjoyed. The boards are directly responsible for all schools in the district, small public works, local roads, ferries, sanitation, vaccination and dispensaries. For these services the boards budget from their funds, which are excluded local funds under the control of the commissioner.

155. Municipal boards continue to be regulated by the same law and have considerable powers ; restrictions on their raising and expending revenue are few. The recommendations of the Royal Commission on Decentralization have given the boards still further liberty, and the measure which will replace the existing Act provides by increased delegation of powers for a greater development of local self-government.

Provincial  
departments.

156. Except in matters relegated to local bodies, the departments of Public Works and Education are carried on by special officers, of whom the chief are, in the former case, the superintending and executive engineers, in the latter, the inspector of schools.

Legal depart-  
ment.

157. The legal advisers of the Government are the legal remembrancer and the Government advocate : the former a member of the I. C. S., the latter a member of the local bar.

158. The chief judicial authorities are the High Court at Allahabad, consisting of a chief justice and six puisne judges, and the Judicial Commissioner's court at Lucknow, consisting of 3 judicial commissioners. All decisions in civil or criminal cases are subject to revision by them.

For each district or group of districts there is a district and sessions judge. On the civil side there are subordinate judges, judges of small cause courts, and munsifs, all subordinate to him; these decide the bulk of original civil suits. On the criminal side he is the court of appeal for cases decided by the district magistrate and his first class assistant magistrates, and he decides important cases which are committed to him for trial by the magistrates. The district magistrate is the court of appeal for cases decided by assistant magistrates of the second and third classes.

Much valuable work is done by honorary magistrates, honorary munsifs, and honorary assistant collectors. Village munsifs decide petty claims in some districts.

In Kumaun the commissioner has the powers, in criminal cases, of a sessions judge, and in civil cases of a high court. The deputy commissioner has in civil cases the powers of a district judge. In other respects the form of administration in the scheduled tracts is generally similar to that prevailing in the more civilised parts of the provinces.

High Court  
and Judicial  
Commissioner's  
Court.  
Other courts.

Honorary  
courts.

Scheduled  
tracts.

#### 5.—Character of land tenures.

159. The growth of the revenue system has been already traced. It remains to group the tenures as they are to-day. Proprietary right now corresponds with the obligation to pay the land revenue, where the land revenue has not been remitted, assigned or redeemed.\* Legally, in Agra and the non-taluqdari estates in Oudh the right grows up out of the obligation; in taluqdari estates in Oudh the obligation legally follows the right. In practice the right and the obligation have become inseparable in the former case. Historically, the distinction has been important only in the treatment of inferior proprietary interests. In Agra there can legally be and are, in non-taluqdari estates in Oudh there might legally be but are not, two proprietary interests in the same land. In taluqdari estates in Oudh there can legally be only one proprietary interest.

In practice however there is only one proprietary right in both provinces. In Agra, where the settlement has been made with the holders of the inferior interest, the holder of the superior interest is merely an assignee or stipendiary; where on the other hand the settlement has been made with the holder of the superior interest, the holders of the inferior interest are inferior proprietors. In Oudh all recognized inferior proprietary interests are underproprietary.

It is important to remember that the word taluqdar has had a different meaning and effect in the two provinces. In Agra, where it is no longer used, it meant a person who was originally the holder of the superior of two proprietary interests, and is now an assignee or actual proprietor; in Oudh it means an opulent and privileged land owner, whose rights are secured by a sanad and confirmed by Act I of 1869, as amended by Act X of 1885, and the United Provinces Act III of 1910.

The settlement of the United Provinces is called zamindari in contradistinction to ryotwari. In that sense all proprietors, including taluqdars in Oudh, are zamindars or persons who may receive rent from cultivators and must pay land revenue to Government. Apart from the taluqdari estates in Oudh, which are a thing *per se*, the proprietary tenures are similar in the two provinces, viz:—

- (i) *Single zamindari*.—Where there is one proprietor;
- (ii) *Joint zamindari*.—Where there are more than one proprietor who hold the land in common;

Tenures.

\* Where the land revenue has been remitted, assigned or redeemed, the proprietary right resides in the person or persons who, but for such remission, assignation or redemption, would have been liable to pay the land revenue, and who in fact pay the local rates.

- (iii) *Pattidari*.—Where there are more than one proprietor who hold the land separately, and whose interests are recorded by fractional shares ;
- (iv) *Bhaiyachara*.—Where there are more proprietors than one who hold the land separately, and whose interests are recorded by the areas actually in the possession of each ;
- (v) *Imperfect pattidari or bhaiyachara*.—Where there are more than one proprietor who hold part of the land in common, and part separately on either tenure.

In origin the pattidari tenure is disintegrated *joint zamindari*. In origin the *bhaiyachara* tenure is either disintegrated *joint zamindari* where the fractional shares have been lost sight of, or ryotwari articulated by joint responsibility.

Mahals and  
joint responsi-  
bility.

The unit of revenue management is the mahal, or estate, which may be one village or several villages, or part of one village, or parts of several villages. All the proprietors of a mahal (i.e. where the tenure is not single zamindari) are jointly and severally responsible for the land revenue fixed on the mahal. Joint responsibility is the distinguishing feature of the zamindari form of settlement.

Originally the land revenue was paid where there were more than one proprietor, through representatives or lambardars elected by the proprietors concerned subject to the approval of the collector. The tendency to fission which is the unavoidable result of peace and good government is acting as a solvent on the principle of joint responsibility, and the lambardari system is breaking down. The "little republics" of Sir C. Metcalfe's picture if they ever existed have long since disappeared. In parts of the province the continued subdivision of proprietary holding is already realizing the fear of Mr. Holt Mackenzie that "we may speedily have a system of management even more detailed than the ryotwari." Where the principle of joint responsibility has already broken down, the zamindari is in fact degenerating into the ryotwari form of settlement. The process of *morcellement* however tends to correct itself, as wealthier co-sharers buy up the shares of their poorer brethren and the Land Revenue Act seeks to resuscitate the lambardari system which is the life of joint responsibility.

Quasi-proprie-  
tary rights.

160. Persons possessing quasi-proprietary rights are numerous. They may be classified according as their rights are or are not transferable:—

I.—Heritable and transferable—

*Agra*.—(a) Inferior proprietors where the settlement has been made with the superior proprietor.

(b) Permanent tenure-holders,

(c) Fixed rate tenants.

*Oudh*.—(d) Sub-settlement-holders.

(e) Other under proprietors.

II.—Heritable but not transferable—

*Agra*.—(a) Occupancy tenants.\*

*Oudh*.—(b) Ditto.

(c) Permanent lessees.

(d) Tenants holdings under special agreement or decree or given leases for the term of settlement in villages granted by Government.

In Agra, occupancy tenants have acquired their rights (i) by order of the Settlement Officer at the first regular settlement, between 1833 and 1849 ; (ii) as ex-proprietary tenants in the home farm ; and (iii) by twelve years' continuous cultivation as defined in the Tenancy Act.

In Oudh, occupancy tenants have acquired their rights under the Oudh compromise, or the Oudh Laws Act, or the amending Rent Act of 1901 ; all are ex-proprietary tenants, though their rights were acquired in different ways ; some other tenants by decree of court, or agreement, have been given occupancy rights in plots of land.

\* The rights are transferable only by consent between persons in favour of whom as co-sharers in the tenancy such right originally arose, or who have become by succession co-sharers therein.

The value of an occupancy right is great. The holder of it cannot be ejected except for arrears of rent, and his rent can only be enhanced by written agreement or by order of a revenue court, and then only under certain prescribed conditions. In Agra, the rents of occupancy tenants are not privileged, and are raised periodically; in Oudh, the rents of occupancy tenants are privileged to the extent of two annas in the rupee below those of statutory tenants. In both provinces ex-proprietary tenures created after the Acts of 1901 are privileged to the extent of four annas in the rupee below the rate paid by non-occupancy tenants.

#### RECENT DEVELOPMENTS IN SETTLEMENTS

161. The system of survey has been steadily simplified. Down to 1871 two surveys were made at settlement, one on a large scale by the revenue survey department, one on a small scale by the professional survey department. In that year the work of the two branches was amalgamated and the modern methods of cadastral survey were introduced. This was conducted under the Survey of India, generally by temporary surveyors (amins), in one or two cases by the village accountants (patwaris). In 1894 a scheme for the preparation of maps and records by patwari agency under the control of a provincial survey department was introduced, but was discontinued in 1905. Until 1908 a deputy director for surveys was added to the Land Records department to complete work already in hand, and in that year the special survey branch of the Land Records department was abolished. Owing however to the large number of settlements now coming on the director has recently asked for the appointment of a small staff of permanent surveyors to work under his direction.

162. During the decennium the object which has long been before the Government of so improving the annual registers as to do away with the necessity of preparing complete records of rights at settlement has been pursued, and some of the recent revisions of settlement of land revenue have been based, so far as possible, on the annual registers which have now attained a high degree of accuracy in many districts. The ideal in modern settlements is that the accuracy of the record of existing rentals should make an elaborate attestation unnecessary, and that actual rents, as recorded, should form the basis of assessment. But land valuation, specially in the case of Indian village communities where there are many complex factors of tenure, caste, and custom to consider, can never be a mere matter of arithmetic, and therefore many checks are imposed.\*

The villages are grouped in assessment circles †; the soils are demarcated in each village; and for each class of soil in each assessment circle a standard rent rate is worked out from the actual rents, after the exclusion of all unduly high and unnecessarily low rents. The result of applying the standard rates to the appropriate areas is a standard rental which represents the average fair and safe letting value of the soil; it is used as a check on recorded rentals, and it serves as the ordinary valuation of areas, which are not rented and for which a rental has to be assumed (assumption areas). Unstable and fraudulent and plainly privileged rents are rejected in assessment, and the standard rental, or some other safe and fair valuation, is substituted.

\* The danger of making arithmetical settlements was realized by old generations of settlement officers. Thomson says in his directions to settlement officers "The object of the fiscal part of the settlement is to fix the demand upon the land for a certain period of years prospectively, within such limits as may leave a fair profit to the proprietors and create a valuable and marketable property in the land. This end cannot be attained with certainty by any fixed arithmetical process, or by the prescription of any rule that a certain proportion of the gross or net produce of the land shall be assigned to the Government and to the proprietors. It is better to acknowledge at once that the operation is not one of arithmetical calculation but of judgement and sound discretion." It is interesting to note that in the Government of India's resolution on Land Revenue policy, dated the 16th January 1902, the same maxim was laid down after 50 years' experience: "Indeed the it can properly be regarded as a science at all. In no country can land valuation be so described, and India, in spite of records, estimates and tables is no exception to the rule. Assessments cannot be dictated by the theorist in his study; they elude dogmatic treatment and can only be safely worked out by the settlement officer in the village and on the fields." This is the principle now accepted in the United Provinces.

† The tendency is to make circles topographical, otherwise there is little check on the settlement officer's opinion. The danger of grading villages other than topographically is the danger of arguing in a circle. The settlement officer says a village is first class because the rents are high, or second class because the rents are low, and then says the rents are fair because the village is first or second class.

The first object in settlement is to find the true assets of the land. In determining what percentage of the assets should be taken, full regard is paid to the circumstances of the proprietors. As already stated, the standard is still 50 per cent. of the assets, but the full assessment is rarely imposed if it involves any considerable enhancement. The minimum proportion of assets prescribed is 45 per cent., but in exceptional cases (which require the special sanction of the Board of Revenue) lower percentages are taken. Where the enhancement exceeds 25 per cent. on the expiring demand, the new revenue is brought into force by graduated instalments which take effect in the 1st, 6th, and 11th year of the settlement.

Term of  
settlement.

163. The term of settlement is now 30 years except in some precarious or deteriorated tracts, where five years' settlements are given. In the case of landowners, who conceal their true rentals (the number is small), short-term settlements are also usually given. Special rules provide for the settlement of villages which are exposed to diluvion. Special short-term settlements are also in force in Bundelkhand, where owing to the precarious nature of the outlying cultivation due to a constant liability to drought or the spread of *kans* grass, the cultivated area is classed as *established* and *nautor* (i.e. land nearly broken up), the latter being valued for assessment purposes at a customary low rate. Variations of over 10 per cent. in the area of established cultivation result in a revision of the assessment and all villages come under scrutiny according to a roster once in 5 years. If, however, any village shows a decrease of 15 per cent. the landholder may apply for a revision within the quinquennial period. These rules have so far worked well and justified themselves.

#### 5.—Civil divisions of British territory.

Division and  
district.

164. There were nine divisions or Commissionerships in the province, but with effect from the 1st November 1911 a new division known as the Jhansi division was created. There are therefore now eight divisions in Agra and two in Oudh. In Agra there are 36 districts, and in Oudh 12. The average size of a plains district is 2,079 square miles and its average population is 1,018,961, but the variations are great. At the extremes in area are Gorakhpur with 4,528 and Lucknow with 967 square miles.

Subdivision.

165. The large Bundelkhand districts, Banda, Hamirpur and Jhansi, have residential subdivisions at Karwi, Mahoba and Lalitpur. Rurki in the Saharanpur district, and Kasia and Deoria in the Gorakhpur district are also residential subdivisions. Elsewhere subdivisions have now been regularly constituted, but are subject to temporary re-arrangements owing to the insufficiency of the actual cadre of deputy collectors.

Tahsils.

166. The revenue subdivision is the tahsil. There are altogether 214 in the province. In Oudh no district has more than four tahsils; in Agra many districts have five or six, and in the Allahabad district there are nine.

Pargana.

167. Below the tahsil is the old native division of the pargana. In tracts where the Brahmanic polity was strong this generally coincided with the Raja's local jurisdiction. A shifting pargana boundary in history indicates an unsettled state of property. The pargana has lost its importance now, but is convenient for the purpose of keeping revenue records.

Thana.

168. The thana is the police subdivision of the district. Thanas overlap tahsils and parganas; but there is invariably a police station at the tahsil head quarters. There are 786 thanas in Agra and 236 in Oudh, the average area and population being 106 square miles and 44,051 souls in Agra and 102 square miles and 53,220 souls in Oudh.

Departmental  
circles.

169. The Forest, Education, Public works and Police departments have circles containing several districts, in the charge of superior officers.

#### 7.—Details of the last census, tribes and language.

General  
distribution  
of population.

170. The census of 1911 gives a population of 47,182,044 in British territory and 832,036 in States territory on areas of 107,267 and 5,079 square miles respectively. These are the figures as they stood on the day of the

census. Since then a population of 346,936 and an area of 865 square miles have been transferred from British to States territory by the creation of the new Benares State; the resultant figures are 46,835,168 and 1,179,012 (population) and 106,402 and 5,944 (square miles) respectively. The Survey department has extracted areas of 106,333 and 5,994 square miles from the maps. The figures of all kinds given below refer to the facts as they stood at census time; i.e. the Benares State figures are included in them.

The mean density in British districts is 440 per square mile. But 31,240 square miles have a density (calculated with tahsils as units) between 450 and 600; 21,057 square miles have one lying between 300 and 450; 17,487 square miles have one under 150; 17,262 square miles have one between 600 and 750; 13,177 square miles have one lying between 150 and 300. The density of the rest is over 750. The lowest density is found in the Himalayan tract (103) whilst it is just over 200 in the trans-Jumna tracts. Elsewhere the density increases from west to east and reaches its maximum in Benares (890). Ninety per cent. of the population is rural, 10 per cent. is urban; the urban population has decreased by 1 per cent. since 1901; this is due partly to greater strictness in the interpretation of the term "town," though towns have probably lost more from the ravages of plague than the rural tracts, whilst the actual existence of plague at census time was responsible for a temporary emigration of the urban population to safer quarters in the country.

171. The average population of a town is 11,584. The total urban population is subdivided as follows; in towns of over 20,000 inhabitants, 50 per cent.; between 10 and 20 thousand, 19 per cent.; between 5 and 10 thousand, 19 per cent.; under 5,000, 12 per cent. The largest class of towns has gained 2 per cent. at the expense of the third class since 1901. There are 34 towns of over 20,000 inhabitants of which 7 are over 100,000. Lucknow heads the list with 259,798.

Urban  
population.

172. The average population of a village is 398. Of the total rural population under 1 per cent. lives in villages of over 5,000 inhabitants, 9 per cent. in villages of 2,000 to 5,000 inhabitants, 52 per cent. in villages of 500 to 2,000 inhabitants and 38 per cent. in villages of under 500 inhabitants. The smallest class has gained 1 per cent. at the expense of the two largest classes.

Rural  
population.

173. The population has decreased by 1.1 per cent. in British territory and 1 per cent. including States, since 1901. The causes are the epidemics of plague of the decade and the epidemic of malaria in 1908. The famine of 1907-8 had very little effect on the population in itself; the mortality during the famine months was only 3.88 per 1,000 over the normal. The agricultural conditions in all years save 1905-6 (partially unfavourable) and 1907-8 were favourable; other material conditions, such as the state of the labour market, were satisfactory. It was the unfavourable nature of public health during the decade, and this alone, which has caused the loss. It is important to notice that the whole loss and more fell on the female sex: there is a trivial increase in males. The cause of this phenomenon is that plague and malaria are both house diseases and consequently chiefly affect women, who are confined by custom or their domestic duties to the house more than men. Out of every 1,000 deaths from plague 555 are of women and 445 of men. The decrease is almost entirely confined to the doabs (Jumna-Ganges and Gogra-Ganges). All the districts of the Meerut division save Dehra Dun, of the Agra division save Etah, of the Allahabad division, of the Lucknow division save Hardoi and Kheri, of the Fyzabad division save Gonda, of the Benares division save Benares, and Basti and Azamgarh in the Gorakhpur division, with Naini Tal district and Rampur State, in all 29 districts and one state show decreases, which range from .2 in Naini Tal to 14.0 in Muttra and 14.4 in Ballia. The rest (19 districts and 1 state) show increases, ranging from .4 per cent. in Bareilly to 15.9 in Almora. Counting districts which have varied in either direction by under 1 per cent. as stationary, we shall find that the province falls into three belts of country, running roughly east and west. The middle belt is bounded on the north by the Ganges and Gogra, and a line joining the two which runs west of

Decrease  
in population.

Cawnpore, Unao, Lucknow and Sitapur; and on the south roughly by the Jumna and Ganges, after its confluence with the Jumna. All districts wholly south or north of these lines show increases or are stationary, all districts wholly or partially between them show decreases save Etah (stationary) and Benares (1·7 increase). It is to be noted that the most prosperous parts of the province have suffered most severely.

Migration.

174. The figures suggest that there has been possibly a small actual decrease, but more probably no actual decrease, and a proportionate increase in emigration. The cause of uncertainty lies in temporary plague emigration. During an epidemic of plague people evacuate their houses to escape it, and whilst such evacuation for the most part only takes them at most a mile or so from their homes, there are undoubtedly many cases where they go further afield, e.g. to the houses of relatives in uninfected areas in other districts. The marriage customs of the country have an important result from this point of view, for married women are frequently married outside the district in which they were born. If these women and their children returned, as they naturally would, to their own parents' houses to escape plague, it would result in a decrease of the immigrants in the district where their husbands reside and of the emigrants from the district where they were born, and in an increase of the home-born. The further custom whereby women often go to their parents' houses for a confinement, especially the first, would result in a proportion of their children being in the same case as their mothers. It is noteworthy that as a matter of fact the home-born have increased by 1·1 per cent. since 1901. In brief the census of 1911 found the population temporarily distributed in an abnormal way and it is not possible to say what the true distribution is. The home-born amongst males have increased by 2 per cent. and amongst females by 1·7 per cent. The greater increase amongst males is probably accounted for by the fact that the supply of labour has been short during the decade: plague and malaria have shortened it, there has been more work obtainable at home and consequently there has been less emigration in search of it—a cause that affects chiefly men. But on the whole it is probably true that there has been no real actual decrease in emigration of either sex, and a proportionate increase, considering the total loss of population.

Emigration out of the province was as usual chiefly from the eastern districts and chiefly to Assam, Bengal, Bihar and Orissa, Burma, and Central India. About 150,000 persons left the province for the colonies as indentured labourers: to these must be added emigrants to Nepal and unregistered emigrants over seas.

Religion.

175. Of the total population (British and States territories combined—48,014,080), 40,705,353 or 85 per cent. are orthodox (Brahmanic) Hindus, 6,904,731 or 14 per cent. are Muhammadans, and other religions account for some 7 per cent. Muhammadans have decreased much less rapidly than Hindus. Aryas and Indian Christians have increased by 100·9 and 98·2 per cent. respectively, a result due to conversion rather than natural growth.

Sex.

176. The proportion of females to 1,000 males is now 915, as against 937 in 1901. The causes of the loss have already been described. The proportion is relatively greater in the east (where many males are abroad) and north than the west. It has long been held that the lack of women is due to defective enumeration, and statisticians of eminence have repeated the assertion at different times since 1901. The census report deals at some length with this assertion and gives grounds for disbelieving it.

Civil condition.

177. Amongst males 55 per cent. are or have been married, amongst females 70 per cent. Of females aged 15 to 20 only 2 per cent. are unmarried, whilst of all females over 15, 98 per cent. are or have been married. 7·9 per cent. of males, as against 6·7 per cent. in 1901, and 17·2 per cent. of females as against 17·0 per cent. in 1901, are widowed. The greater increase in widowers is accounted for by the greater loss in women. Polygamy is uncommon: 1,009 women are married to 1,000 men. There are indications in the figures which show that the efforts of social reformers to postpone the age of marriage have not been altogether fruitless.

178. As regards literacy 1,505,945 males and 112,520 females in British territory have been recorded as able to read and write, an

increase of 6 per cent. for males and over 100 per cent. for females since 1901. The proportion of literate persons is highest in the Himalayan districts, followed by Bundelkhand and the eastern districts, and is lowest in the west. A curious point is that whilst the literate under 20 have increased generally, there is a decrease of adult literates. This is due to the fact that a standard of literacy was insisted on at this census, which resulted both in greater discrimination in the record of literates and the disappearance of adults who had learnt to read and write, but from disuse had since forgotten the art. Further 49 males and 7 females per 10,000 of each sex can read and write English as against 35 and 5 in 1901. It may be noted too that the quality of education is improving, as is shown by the fact that there is an increase of 16 per cent. in the number of persons who know both the Nagari and Persian scripts.

179. The language classification adopted was that of the Linguistic Survey, and with one minor change is the same in all respects as in 1901. Of the three main vernaculars 13½ millions are estimated to speak Western Hindi, of whom 8½ millions speak Urdu or Hindustani, 15½ millions speak Eastern Hindi, 9½ millions speak Bihari, and 1½ millions Central Pahari. The figures are estimates only, as owing partly to the Hindi-Urdu controversy, partly to popular ignorance of the difference between dialects, the actual figures are untrustworthy.

180. There were 667 Hindu caste entries alone which were reduced on classification to some 245. These have been grouped in the report (not in the tables) according to their traditional occupation. There can be no doubt of the mixed origin of most castes.

181. Of the total population 72 per cent. follow occupations connected with agriculture. This is a considerable increase (6 per cent.) since 1901, and is due to a combination of several factors. The census returns show only the state of affairs on a particular day, and the rules demand that the most lucrative occupation should be shown as the principal one. At census time, the cultivator after a succession of good crops was particularly well off, and the large number who are partially agriculturist and partially something else described themselves in consequence as chiefly agriculturist. Moreover, it has been a good decade for the labourer, as wages have been high, and many have taken up a little land. Thirdly, though there has certainly been no industrial decline, but on the contrary considerable industrial progress, this very progress by substituting machinery for men and mill for hand industries, has diminished the number of the persons actually employed in industries. 2·4 per cent. are engaged in textile industries, 2·8 in dress and toilet industries, 3·0 in the trade in foodstuffs, 1·9 per cent. in domestic service and 1·1 per cent. in learned professions and arts. There are 366 factories employing over 20 hands, of which 176 use machinery of some sort.

Language.

Castes and  
tribes.

Occupation.

### 8—Changes in administration.

182. On the afternoon of the 31st March 1911, the Honourable Sir Leslie Alexander Selim Porter, K.C.S.I., took over charge of the provinces from the Honourable Sir John Prescott Hewett, G.C.S.I., C.I.E., when the latter was placed on special duty in connection with the Delhi Coronation Darbar. On the afternoon of the 16th December 1911 Sir John Hewett resumed charge of the provinces.

### 9.—Relations with tributary states and foreign affairs.

183. In consultation with the Government of Nepal the question of the frontier along the Sarda river in the Naini Tal district was further considered and the way prepared for a final demarcation of it. Other similar rectifications of boundaries have taken place or are in progress between Nepal and Kheri and Bahraich districts, and Jhansi district and Samthar State. Certain restrictions on the trade of British subjects in Tibet, which were contrary to the Tibet Regulations of 1908 and had been imposed by the local Tibetan authorities, were removed after representations had been made to higher Tibetan officials.



10.—Condition of the people.

(For details see the annual report on the revenue administration by the Board of Revenue for the year ending 30th September 1911.)

General.

184. The year was one of sustained prosperity. The monsoon 1910 was abundant though abnormally distributed in point of time; there was a prolonged break in July and torrential falls in October, with no marked deficiency anywhere. The break of July caused some anxiety for the standing crops in the four western divisions, but the well-distributed rain of August and September saved the situation. The downpour of October caused heavy floods in the Rohilkhand and parts of the Gorakhpur divisions; but it proved very beneficial to the rabi sowings. There were again heavy falls in January, March and April. The kharif sowings started well and though retarded in July did not suffer appreciably. The winter rains were even more timely still, and with the exception of some rust and the loss of the mango crop, there was no cause for agricultural complaints. Indeed, so unnecessary was migration that the agricultural population enjoyed an unusual amount of leisure during the rabi season. The area of the autumn crops was smaller than that of the previous year, the result of the July drought, but the rabi area continued to increase, and the total area was 2·1 per cent. over normal. Districts such as Agra which are normally deficient in water-supply shared in peculiar measure in the expansion of the spring crop area. There has been a return to normal conditions in Oudh, the prosperity of whose northern districts is fully re-established. The hot weather crops show a decrease, but there is a rise in the twice-cropped area, thanks to the wet autumn.

The mortality was greater than in 1910 and culminated in the third quarter of the year. The total increase in deaths was by 218,708 from 1,898,771 in 1909-10 to 2,117,479 in 1910-11. The cause was a severe outbreak of plague: Muzaffarnagar, Meerut, Ghazipur and Ballia especially suffered. There was also an epidemic of cholera in the division of Fyzabad, parts of Gorakhpur division, and Sitapur district. Plague has a serious effect on the productivity of agriculture reducing as it does the number of available workers and in consequence damaging both the quantity and quality of cultivation. This is particularly striking in the Muttra district, the condition of which has attracted the serious attention of Government.

Crops, prices  
and trade

185. The outturn of the autumn harvest of 1910 was slightly inferior to that of 1909; the total area falling from 237 to 227 lakhs of acres. Once more the late rains produced an improvement in the yield of sugarcane and late rice, and did some damage to *juar*, *bajra* and cotton. The yield of the rabi, or spring harvest, however was much more satisfactory; the total area rising from 195 to 215 lakhs of acres. Poppy alone suffered severely, with mangoes. Barley, gram and linseed gave a normal or better than normal crop, and the area under wheat, the most important crop, increased from 65 to over 73 lakhs of acres. Exports rose from 44½ to nearly 49 million maunds, chiefly due to wheat and oil-seeds; and imports increased from 55 to 57 million maunds, chiefly due to cotton goods, kerosine, salt and spices.

Prices were normal or approximately so up to the end of June 1911. There was an upward tendency in July, which was however checked as the monsoon improved. At the beginning of the monsoon the lowest rates quoted were wheat 15½ seers; barley and gram 24½ seers; maize 31½ seers; *juar* 23 seers; *bajra* 21½ seers, and *arhar* 20 seers.

## CHAPTER II.—ADMINISTRATION OF THE LAND.

### 11.—Realization of the land revenue.

(For details see the annual report on the revenue administration of the Board of Revenue for the year ending 30th September 1911.)

186. The total demand from all sources of income under the administration of the Board of Revenue was  $851\frac{1}{2}$  lakhs as against  $934\frac{1}{2}$  lakhs in the preceding year. The difference of 83 lakhs is due to a reduction of  $19\frac{1}{2}$  lakhs in the arrear demand of land revenue and of nearly 56 lakhs under the head of agricultural advances. After writing off nominal items the true demand was nearly 849 lakhs and the actual collections  $840\frac{1}{4}$  lakhs. The arrear, after excluding remissions of a little over a lakh, was nearly  $9\frac{3}{4}$  lakhs, of which the only heavy item is 8 lakhs due on account of land.

Total demand  
and collection.

187. The total net demand for land revenue which might have been enforced during the year was Rs. 6,50,65,993: the total collections were Rs. 6,50,15,987 or half a lakh short of the full demand, accounted for by remissions of Rs. 33,411, suspensions of Rs. 8,520, and postponements of Rs. 2,412, and ordinary arrears of Rs. 5,663 in petty sums of which some Rs. 1,800 were collected the day after the close of the year's accounts.

Land revenue.

188. The *malikana* demand was collected practically in full. The demand for canal rates consisted of Rs. 44,141 arrears, and Rs. 73,27,018 current demand. The collections amounted to Rs. 73,15,288, but Rs. 13,300 of the balance was remitted, and the uncollected demand was Rs. 42,571. The demand on account of local rates including arrears was Rs. 69,52,884, of which all but Rs. 10,123 was collected, the arrears except a small sum of Rs. 104 being nominal balances.

Rates.

189. Nearly  $17\frac{3}{4}$  lakhs was advanced as *tagavi* during the year against 12 lakhs in the former year. Under Act XIX of 1883, there was a decrease of about a lakh, but the loans under Act XXI of 1884 were more than doubled; for this increase the floods in Rohilkhand of October 1910, and the drought of July and August 1911 are chiefly responsible. The demand for seed *tagavi* was greatest in Rohilkhand and Gorakhpur: but advances to purchase cattle were in considerable demand. About  $1\frac{1}{2}$  lakhs were advanced for fodder. A number of advances were taken for agricultural machinery. Thanks to the favourable rains, there was a fall in the demand for masonry wells and only 2,019 were constructed and 1,859 reported as under construction. Under Act XIX, nearly  $63\frac{1}{2}$  lakhs was the total principal sum due on the 1st October 1910:  $4\frac{1}{2}$  lakhs was advanced during the year. The net demand due for collection during the year was over  $13\frac{1}{2}$  lakhs, of which  $11\frac{7}{10}$  lakhs was collected; with surplus collections, there was a gross collection of  $12\frac{1}{2}$  lakhs; of this  $7\frac{3}{4}$  lakhs was credited to principal and the rest to interest. The total principal demand at the end of the year was  $60\frac{1}{2}$  lakhs. Under Act XII, the opening balance of principal was  $24\frac{1}{2}$  lakhs and  $13\frac{1}{2}$  lakhs was advanced during the year. The net demand was  $24\frac{1}{6}$  lakhs of which  $18\frac{1}{2}$  was collected. The principal due at the end of the year was  $18\frac{3}{8}$  lakhs, whilst  $1\frac{9}{10}$  lakhs was credited to interest.

Advances.

190. The number of coercive processes declined by 20,967, to 195,581. Citations to appear increased, and writs of demand decreased, as did all the severer processes. The increase in citations to appear is the result of the rule that each separate defaulter must receive a separate citation. There were 379 attachments of immoveable property. Sale took place in five cases, of which four were in Garhwal where rigorous action was needed. There were 21,752 attachments of immoveable property and sales took place in 853 cases. (These figures refer to coercive processes for all kinds of arrears, not to such processes for land revenue and cesses alone, as the figures quoted in the General Administration Report of 1910-11 did. As regards these there is a considerable decrease under all heads save citations to appear and sales of immoveable property: the figures for the latter are the same in the two years.)

Coercive  
processes.

Districts under  
settlement.

### 12.—Settlements.

191. Regular settlements were in progress in Fatehpur and Etawah during the year; in both districts map correction and the training of patwaris continued. A commencement of the attestation of records was made in one tahsil of each district in preparation for the inspection by the settlement officers who joined the district in October. A resettlement of the cis-Jumna tracts of the Allahabad district was decided on. In Muttra a summary revision of the revenue was found necessary as a preliminary to the regular revision of settlement. In Moradabad the preparation of the new maps and the entry in the patwaris' papers of the enhanced rents fixed by the settlement officer was completed. The periodical revisions of assessment under the Bundelkhand rules which fell due during the year were postponed owing to the necessity of employing the kanungos and patwaris on census operations. The Board issued final orders on the proposals for the resettlement of 158 mahals in the Shahjahanpur district: in five mahals further short term settlements for five years were considered necessary. The remainder were resettled for the rest of the term of settlement. Proposals were considered for the re-assessment of a number of mahals assessed for short terms in Hardoi and Gonda, and also for the resettlement of some jungle grants in the Dehra Dun and Gorakhpur districts. The work of khewat correction in Bara Banki was completed.

Case work.

192. The unsatisfactory state of the Fatehpur records led to the institution of 620 cases during attestation, of which only 182 were disposed of during the year. In Etawah the similar figures were 507 and 100.

Cost of settle-  
ment opera-  
tions.

193. The cost of settlement operations during the year was Rs. 19,626.

### 13.—Land records.

(For details see the annual report on the administration of land records for the year ending 30th September 1911.)

Establishment.

194. The improved grades of pay of the departmental inspectors, which were sanctioned last year, were introduced in this.

(a) Patwaris  
(village account-  
ants).

195. The patwari staff of the Gorakhpur district was strengthened by the addition of 90 patwaris and 75 assistant patwaris. The re-allocation of patwari circles in the Moradabad district and Kashipur tahsil of Naini Tal district, with petty re-allocations in other districts, took effect during the year. Twelve patwaris were promoted permanently to posts of assistant registrar kanungo, four were made partition amins, and one was appointed assistant record-keeper of patwari records. One obtained a post in the Etawah settlement and another in the Agra census office. Some 60 obtained temporary appointments. The percentage of patwaris with the patwari school certificate is now 93·8 as against 93·7, and of exempted patwaris 2·1 as against 2·3. The proportion of uncertificated men rose slightly from temporary causes. The percentage of resident patwaris rose to 81·6 from 80·5 and exemptions fell from 8·9 to 8·4.

(b) Kanungos.

196. Two supervisor and one assistant sadr kanungo have been added to the Gorakhpur staff. Four supervisor kanungos were appointed sadr kanungo, six obtained posts in the Etawah and Fatehpur settlements, and five were appointed naib-tahsildars permanently or sub. pro tem. A considerable number officiated in this post. A sadr kanungo was also selected for naib-tahsildarship.

Testing of  
papers.

197. Generally speaking the last year's punctuality in submitting village records was maintained, though census duty and other extraordinary causes produced some delay. The amount of testing of papers by supervisors fell on account of their census duties. The kharif test was by order reduced to 3 per cent., whilst the rabi test and the khatauni verification were not carried out at all. Testing by superior officers was adequate as was that of sadr kanungos: but the testing of tahsildars and naib-tahsildars suffered from the interruptions caused by census duty.

Map correction.

198. Complaints have been received as to the state of the Bulandshahr and Azamgarh maps. Training classes for patwaris were held in Etawah, Fatehpur and Allahabad, with a view to map correction, and an enquiry was held as to the reliability of the Muttra maps. The results of map checking:

in such districts as these show that where cultivation was well established at last settlement, the patwaris have kept their maps up to date; but in alluvial areas or tracts where cultivation fluctuates, the task has proved beyond them. The opinions of district officers in the districts where the new system of map correction sanctioned last year was introduced are somewhat divided as to its probable success.

199. Concealment of assets is reported from 12 districts. In Agra, landholders recorded the names of relatives who were not actual cultivators with a view to concealing the rents: in Basti about 12,000 fictitious khud-kasht entries were detected. In Gorakhpur the khewats were freely corrected, but much still remains to be done.

200. Circle and tract registers for Basti and Gorakhpur are now being compiled.

Concealment of  
rents.

Circle and  
tract register.

#### 14.—Waste lands.

201. There is nothing of importance to record under this head.

#### 15.—Government estates.

(For details as regards minor estates and Dudhi, see the annual report on the revenue administration of the Board of Revenue for the year ending the 30th September 1911, and for the Government estates in the Kumaun division, see the separate reports for the year ending 31st March 1912.)

202. The number of state properties was 605 at the beginning of the year: 13 new properties were acquired and ten disposed of during the year, leaving a total of 608. The current demand was Rs. 3,36,527 as against Rs. 3,34,533 in the last year: the total demand was Rs. 3,60,196, including arrears. Of this, Rs. 3,35,087 were collected or 93 per cent. as compared with 91 per cent. of the former year. The balance to Government was Rs. 2,65,777: Rs. 24,635 were spent on improvements.

Minor estates.

203. Dudhi estate had a most prosperous season and both harvests showed a full crop. Rupees 23,927 out of Rs. 24,020, all but cent. per cent., was collected; of the Rs. 93 balance Rs. 81 is irrecoverable. The expenditure on improvements was Rs. 10,622, whilst there was an increase in the expenditure on education. The balance to the credit of Government was Rs. 12,538 as against Rs. 9,033 in the former year.

Dudhi.

204. The Tarai-Bhabar estates had on the whole a successful year. The actual receipts were Rs. 7,22,001 as against Rs. 7,24,570: the expenditure was Rs. 4,86,256 as against Rs. 4,63,468, an increase however which is due to a change in the method of accounting for land revenue; there is a real decrease of Rs. 1,527 in expenditure. There is an outstanding balance of Rs. 4,439, of which Rs. 1,366 is irrecoverable.

Tarai-Bhabar  
estates.

The areas of both crops were below normal owing to the vagaries of the rainfall. Plague caused 216 deaths at Haldwani alone, whilst there were scattered outbreaks of cholera in several places. Much good was done by the widespread distribution of cholera pills. The Bhabar shows a decreased birth and an increased death rate, the Tarai a decrease in both rates.

205. The demand for the year was Rs. 27,687, of which Rs. 23,367 was collected, leaving a balance of Rs. 4,320 out of the kharif demand. The balance was Rs. 10,070. The health of the people was excellent, and there was no cattle disease. The crops were all but normal, and the year generally satisfactory.

Garhwal-  
Bhabar estates.

#### 16.—Wards' Estates.

(For details see the annual report on the operations of the Court of Wards ending the 30th September 1911.)

206. The number of estates under the Court of Wards rose from 199 to 204, with an aggregate rent roll of Rs. 1,17,48,324. Eleven states with a rent roll of Rs. 6,69,467 were released, whilst charge was assumed of 16 estates with a rent roll of Rs. 11,80,592.

Number of  
estates under  
the court.

Of the estates taken over, Majhauri in the Gorakhpur district, and Awa in the Etah district are the two most important. The former has an income of 1½ lakhs, the second one of 8½ lakhs (rent roll alone). Of the estates

Estates taken  
over and  
released.

Financial.

released that of Payagpur (in Bahraich) was the largest, whilst the Gandasa estate may also be mentioned.

207. The ordinary income of the estates under management amounted to Rs. 1,39,72,067 as against Rs. 1,14,63,030 in the former year. The gross receipts amounted to Rs. 2,03,37,500. The total expenditure amounted to Rs. 1,96,37,591, of which 48½ lakhs was spent in Government revenue, 10½ lakhs in the cost of management, 20½ lakhs on the maintenance and education of wards, 84½ lakhs on the liquidation of debt, 5¼ lakhs in improvements and 16½ lakhs in investments. The cash balance at the end of the year was Rs. 32,83,186.

Rent collec-  
tions.

208. On the whole the seasons were favourable to the agriculturist; the kharif was rather below the average, the rabi somewhat above it. The current rental demand amounted to rather less than 117½ lakhs; from which however 3½ lakhs on account of sums secured by decrees and advance collections must be deducted, leaving a recoverable demand of over 113½ lakhs. The collections amounted to 104½ lakhs or 91·7 per cent. of the demand: of the arrear demand only 25 per cent. was collected. The total collections came to 97·2 per cent. of the recoverable demand. This result is worse than that of the preceding year, but sufficiently satisfactory considering the uncertainty of agricultural conditions at some periods of the year.

Land revenue.

209. The payments on account of revenue, cesses, and rates amounted to Rs. 48,63,673. The incidence of the current revenue demand is light, being only 41·2 per cent. of the current rental demand.

Cost of  
management.

210. The total charges of management amounted to Rs. 10,47,733 or 8·4 per cent. as against 8·1 per cent. last year. The rates of contribution levied for superior supervision under the Government Management of Private Estates Act (X of 1892) were reduced to 1½ per cent. on estates under the special and 2½ per cent. on estates under the ordinary scheme of management. In most districts in the former class the incidence of cost was under 10, and in the latter under 9 per cent.

Repayment of  
debts.

211. The total liabilities of the estates under management including the debts incurred after superintendence was assumed amounted to Rs. 8,18,82,659 of which Rs. 5,88,76,801 have been paid off, leaving Rs. 2,30,05,858, due at the close of the year. The payments made during the year on account of principal, interest and costs aggregated Rs. 84,18,596, as against Rs. 1,02,46,737 in the preceding year; the payments made by contracting fresh loans however were 32 lakhs less than in that year.

Improvements.

212. Five and a quarter lakhs, or Rs. 40,000 more than in the preceding year, was spent on improvements. Wells and other irrigation works to the amount of nearly a lakh of rupees and protecting 15,000 acres were built.

Sanitation  
and education.

213. Rupees 39,995, as compared with Rs. 35,625 in the previous year, were spent on sanitation and medical aid. The health of the tenants was generally good, but there were severe outbreaks of plague in the eastern districts and the Meerut division, and cholera in 10 districts especially in central Oudh. Quinine, cholera pills and chlorodyne were freely distributed and vaccination vigorously carried on. The cost of education amounted to Rs. 58,724. One hundred and seven boys' and 6 girls' schools were entirely maintained by the Court of Wards, an increase of 2 on the preceding year.

Agricultural  
Banks.

214. There is considerable improvement in the agricultural banks on Court of Wards' estates, due to the scheme sanctioned last year by which the direct management of such banks is handed over to local whole-time supervisors trained by, and under the orders of, the Registrar of Co-operative Credit Societies, but paid by the estates.

Litigation.

215. The Court of Wards was a party in 35 suits of a value of over Rs. 10,000 during the year; of these 11 were decided in its favour, two against it, five compromised or withdrawn, and 17 remained pending at the end of the year. Of 21 appeals in which the court was concerned six were decided in its favour, and 15 were pending at the end of the year.

Audit of  
accounts

216. The accounts of 68 estates were audited as against 67 in the previous year. There are defects in Aliahabad, Naini Tal (head office), Farrukhabad,

**17.—Revenue and rent-paying classes.**

(For details see the annual report on the revenue administration of the Board of Revenue for the year ending 30th September 1911.)

217. The net decrease in litigation is 13,540 (suits and applications) after adjusting the figures on account of suits of last year filed on the first day of this, and suits of this year filed on the first day of the next, due in each case to the occurrence of holidays. The actual volume of litigation was 336,891, which is still heavy, though the decrease marks further progress in the return to the normal.

**Rent litigation in Agra.**

218. There was a trifling increase of 371 in the number of suits for rent from 166,343 in 1909-10 to 166,714 in 1910-11. There were 45,346 suits for ejectments against 48,766 in 1909-10 or 3,420 less than in the preceding year: ejectment was ordered in 9,933 cases.

**Arrears of rent and ejectment suits for arrears. Enhancement of rent.**

219. Suits for the enhancement of rent showed a decrease from 7,256 in 1909-10 to 6,347 in 1910-11 or 909 on the previous year's figures; this was due to the uncertainty of future prospects during the monsoon.

220. There has been a decrease from 14,979 in 1909-10 to 13,608 in 1910-11 or 1,371 in the number of applications for service of notice of surrender. The figures are high in Cawnpore, Moradabad, Muttra, Allahabad.

**Surrenders.**

221. There was a fall from 98,893 in 1909-10 to 92,085 in 1910-11 or of 6,808 cases of ejectment other than for arrears. The increase in Gorakhpur during the last few years is maintained and it is probable that it will continue till the new settlement, for the value of land has gone up and the recorded rents are less than those paid. Pressure is brought to bear on landlords and tenants to attest rents, and quarrels which lead to these suits occur during attestation. The total area from which ejectment was ordered was 219,967 acres or 5 per cent. less than in the former year: the area from which ejectment occurred was 185,728 or 2 per cent. less.

**Ejectments other than for arrears.**

222. The area protected by long leases or occupancy rights has risen to 14,019,468 acres as compared with 13,923,238 in the former year; 68 per cent. of the area is now so protected as against 67 per cent. last year and 64 per cent. in 1902-3.

**Protected area.**

223. In Oudh there was a marked fall in the number of cases from 101,304 to 93,921; the decrease in arrears of rent cases was from 31,308 in 1909-10 to 28,846 in 1910-11 or 2,462, and the number of notices issued under section 55 (ejectment) was 26,227 or 1,458 less than in the former year.

**Litigation in Oudh.**

224. The year opened with a pending file of 102,064 suits and applications under the tenancy law in Agra and of 1,791 in Oudh. New institutions raised these to 438,955 (as against 458,496 in the former year) in Agra, and 95,712 (as against 102,634 in the former year) in Oudh. The balance at the end of the year was 88,981 in Agra and 1,539 in Oudh. Appeals to collectors decreased from 5,857 in 1909-10 to 5,619 in 1910-11 or by 238, to commissioners from 7,312 in 1909-10 to 6,783 in 1910-11 or by 526: the percentages of appeals to appealable cases were under 4 and 9 respectively.

**Court work.**

225. There is a remarkable fall from 260,956 in 1909-10 to 251,029 in 1910-11 or of 9,927 in cases of mutation of proprietary rights which is shown by every class of transfer: succession cases fell from 151,055 in 1909-10 to 147,857 in 1910-11 or by 3,188, mortgage cases from 29,248 in 1909-10 to 26,904 in 1910-11 or by 2,344. Sales, whether by order of court, or private sales, and of both revenue-paying and revenue-free land, decreased. There was a fall in the number of cases caused by redemption of mortgage. The cause is doubtless a return to a condition of stability and recovery among the proprietary classes.

**Mutations in revenue papers.**

226. The total number of cases of perfect partition amounted to 3,098 of which 1,937 were pending from the previous year and 1,161 were instituted during the year: 410 cases were disposed of. As regards imperfect partition the total number of cases was 6,288 and the balance at the end of year was 3,679—an increase of 248. A heavy pending file is scarcely avoidable in partition cases, owing to their difficulty and to the fact that the parties rarely bring themselves to accept any award

**Partition cases.**

## CHAPTER III.—PROTECTION.

### 13.—Legislative authority.

#### Constitution of the legislative body.

227. By the Indian Councils Act, 1909 (9 Edw. VII, Cap. 4) and the Regulations framed in accordance with section 6 thereof by the Governor General in Council, considerable changes were introduced into both the constitution and the functions of the Legislative Council of the United Provinces.

The number of members, which, by a Proclamation issued on the 26th of November 1886 under section 46 of the Indian Councils Act, 1861, had been fixed at nine, and by the Indian Councils Act, 1892, had been raised to fifteen, was in the latter part of 1909 further raised to a number not exceeding fifty; and by the Regulations of the 15th of November, 1909, the number was fixed at forty-eight.

These forty-eight members are selected in the following manner:—

Twenty members are elected by various constituencies, namely—

1 member by the University of Allahabad.

4 members by certain of the larger municipal boards.

8 members by delegates from various district and municipal boards combined.

2 members by the landholders.

4 members by the Muhammadan community.

1 member by the Upper India Chamber of Commerce.

Twenty-six members, of whom not more than twenty may be officials, are nominated by the Lieutenant-Governor, and of these one member is selected from the Indian commercial community. In addition, two members may be nominated by the Lieutenant-Governor, either officials or non-officials, having expert knowledge of subjects connected with proposed or pending legislation. But in any case the majority of all members of the Council must not consist of officials. Another member, to be elected by the district and municipal boards of the Jhansi division, has since been added, making forty-nine in all.

#### Legislative functions

228. The legislative powers of the Council are exercised subject to the control of the Governor General in Council, to whom all Bills included under the provisions of section 43 of the Indian Councils Act, 1861, or containing penal clauses, are submitted for previous sanction, and to whom also every project of law is forwarded for transmission to the Secretary of State before it is introduced into Council. Before any measure carried through the Council can become law, it must receive the assent of the Lieutenant-Governor and of the Governor General in Council. Under the Indian Councils Act, 1892, the Council has also power, with the previous sanction of the Governor General in Council, to repeal or amend, as to the United Provinces, any law or regulation made either before or after the passing of that Act by any authority in India.

#### Other functions, not strictly legislative.

229. The functions of the Legislative Council have been greatly enlarged in respect of the preparation of the annual provincial budget and of the discussion of matters of general public interest.

In accordance with rules framed by the Lieutenant-Governor under section 5 of the Indian Councils Act, 1909, a committee consisting of 12 members of the Council, 6 being officials nominated by the Lieutenant-Governor and 6 non-officials elected by the non-official members, is formed each year to assist the Government in the preparation of the financial statement. In this, known as the Finance Committee, the annual financial statement is discussed. After the presentation of the financial statement in the Council, non-official members are at liberty to move resolutions advocating alterations in the allotment of the funds at the disposal of the Government, and on the occasion of the budget being presented the non-official members offer suggestions as to various objects upon which the provincial revenues may be suitably expended.

In virtue of section 5 of the Indian Councils Act, 1909, and rules framed thereunder by the Lieutenant-Governor, members of the Legislative Council may, subject to certain restrictions, move resolutions on matters of general public interest which they may desire to bring specially to the notice of the Government. These resolutions when carried take the form of recommendations by the Council to the Government that the latter should take action in a certain direction.

The right of interpellation, now based upon section 5 of the Statute of 1909 and rules framed thereunder, remains practically as it was before the passing of the Statute, and is largely availed of. Considerable use has also been made of a rule empowering the Lieutenant-Governor to constitute committees of the council to draft Bills.

#### 19.—Course of legislation.

230. The following six Bills were dealt with during the year:—

1. The United Provinces Prevention of Adulteration Bill, 1911.
2. The United Provinces Court of Wards Bill, 1911.
3. The United Provinces Arbitration (Amendment) Bill, 1911.
4. The Oudh Civil Courts (Amendment) Bill, 1911.
5. The Oudh Laws (Amendment) Bill, 1911.
6. The United Provinces Village Sanitation (Amendment) Bill, 1912.

The report of the select committee on the United Provinces Prevention of Adulteration Bill, 1911, was presented on the 13th March 1912.

The United Provinces Court of Wards Bill 1911, was introduced into the council and referred to a select committee on the 11th August 1911. The report of the select committee was presented and taken into consideration on the 22nd January 1912. The Bill was passed into law on the 15th February 1912. It is now Act IV of 1912.

The United Provinces Arbitration (Amendment) Bill was introduced into the council, taken into consideration and passed into law on the 22nd November 1911. It is now Act I of 1912.

The Oudh Civil Courts (Amendment) Bill, 1911, was introduced into the council, taken into consideration, and passed into law on the 22nd November 1911. It is now Act II of 1912.

The Oudh Laws (Amendment) Bill, 1911, was introduced into the council on the 22nd November 1911. It was referred to a select committee on the 22nd January 1912. The report of the select committee was presented and taken into consideration on the 15th February 1912. The Bill was passed into law on the 15th February 1912. It is now Act III of 1912.

The United Provinces Village Sanitation (Amendment) Bill, 1912, was introduced into the council and referred to a select committee on the 25th March 1912.

#### 20—Police.

(For details see the annual report on the administration of the Police department for the year ending 31st December 1911, and the tables under the head "Police," part VI, Statistics of British India.)

231. The total volume of reported crime, including the number of the cases reported to magistrates, was 163,612 as against 159,860, which shows an increase of 3,752 or 2·3 per cent. on the figures of the previous year. The increase is general save under offences against special and local laws. It is greatest in the case of offences against property, with 165 cases of dacoity, 155 robberies, and 3,411 lurking house-trespasses in excess. The cause appears to have been chiefly the uncertainty of the rains. Other offences showing increases are murder, rape, unnatural offences, grievous hurt, and wrongful restraint. None the less the volume of crime is smaller than that of any year since 1898, save 1910. The incidence of crime per 10,000 of population is 33·5 as against 33·07.

Crime[statistia-  
tics.]

232. Investigation was refused in 41·8 per cent. of the total number of crimes as against 43 per cent. in 1910. The option of investigation is still overstrained: and the police are too apt to consider an absence of desire

Investiga-  
tion.



- for investigation as an all-sufficient cause for not making it. The number of cases struck off as false was 3,885, a decrease of 61 cases from the figure of 1910. The number of investigations by gazetted officers rose from 849 to 928. In cases investigated by the police the percentage of convictions was 43·9, 3·5 per cent. less than in 1910, while the percentage of persons convicted to persons arrested sank by 2·1 to 77·2 per cent. The number of non-cognizable offences rose by 110,580 to 120,836: the increase is chiefly under offences of the nature of assault, and is attributed to the anxiety and abnormal heat consequent on the partial failure of the rains, which tried the people's temper and drove them to quarrelling.
233. The total number of true cases relating to coin, stamps and notes fell from 179 to 118, of which 87 were disposed of during the year and 75 ended in conviction.
234. Excluding 35 false cases and 72 cases in which the murderer committed suicide, the number of reported murders was 546 as against 454 in 1910; there were 82 cases pending from 1910. There were 329 cases involving 747 persons disposed of, resulting in the conviction of 230 cases and 394 persons respectively. The percentage of convictions to reports and of cases convicted to cases disposed of rose from 31 to 33, and 65 to 70, respectively.
235. The number of true cases of poisoning were 55: 11 were pending from 1910, which made a total of 66 as against 54 in 1910. Of 27 cases involving 34 persons sent up for trial, 15 cases involving 17 persons resulted in conviction.
236. There were 674 cases of dacoity for disposal as compared with 562 in 1910. Of these, 136 cases involving 864 persons were disposed of, and 90 cases involving 392 persons resulted in conviction. The percentages of cases convicted to cases disposed of, and of persons convicted to persons tried were 66 and 45, to 69 and 46 in 1910. Dacoities were most common in Rae Bareilly, Farrukhabad, Etawah, Kheri, Agra and Cawnpore. There can be no doubt that the major part of all dacoity is committed by criminal tribes and it is hoped that the new Criminal Tribes Act will put an end to much crime of this nature. Effective action is being taken to stop dacoity, and since the year under report some good results have been obtained.
237. There were 945 cases of robbery as against 777 in 1910: 242 cases involving 264 persons resulted in conviction: the percentages of cases and persons convicted to cases and persons disposed of are respectively 72 and 47 as against 79 and 49. The largest number of such cases occurred in Meerut, Muzaffarnagar, Pilibhit, Aligarh, and Allahabad, and were also chiefly the work of criminal tribes. Cases of burglary increased from 70,043 to 73,923: there were 74,583 for disposal including pending cases. The percentages of convictions to reports and cases convicted to cases disposed of were the same as in the former year, viz. 6 and 87 per cent. The number of cases of theft for disposal fell from 39,446 to 39,005: the percentage of convictions to report was 14, as in 1910. There were no cases of theft of military rifles.
238. The number of cases of cattle theft was 5,458, or 31 more than in 1910; 1,394 cases were tried and 1,177 convicted.
239. There can be no doubt that most of the dacoities and highway robberies that occur are due to criminal tribes; and it is agreed that proclamation under the new Act will be the only effectual way of restraining them. Kanjars have given much trouble, especially in Cawnpore, Muttra and Agra. The work of reformation undertaken by the Salvation Army has had good results, and has increased and expanded in a most remarkable manner.
240. Five thousand and eighty-six persons were dealt with under the bad livelihood sections of the Criminal Procedure Code as against 6,417 in 1910. The average security demanded was Rs. 159 under section 110, and Rs. 112 under section 109: only 11 and 2 per cent. of persons bound over were able to furnish the security demanded. The number of history sheets at the end of 1910 was 58,423: there are now 69,021. The names of 28,954 persons were in the surveillance register as against 26,844 in 1910.

241. In the finger print bureau the slips of 11,269 unidentified persons were received for search as against 11,034 in 1910. The percentage of successful searches was 23·6 as against 21·9 in 1910. There are 152,288 slips on record, an increase of 1,451. It would appear, apart from the increase to be expected when the new Criminal Tribes Act comes into force, the number of slips has approximately reached its maximum.

Finger impres-  
sion slips.

242. There were 2,455 names in the register of absconded offenders at the end of the former year and 845 were added, making a total of 3,310. There were 591 such offenders arrested as against 603 in 1910.

Absconded  
offenders.

243. Relations with the police of neighbouring native states everywhere continue to be cordial.

Co-operation  
with Native  
States police.

244. There was a slight increase in the number of headmen, the number having risen from 97,319 in 1910 to 97,769 and a decrease in the number of oases reported by them from 6,242 to 5,876. The number of mukhias who have been rewarded has increased by one.

Village head-  
men.

245. The sanctioned strength of all branches of the force was 2,278 officers and 33,357 men as against 2,253 officers and 33,522 men in 1910. The difference is due on the one hand to reforms, and on the other to a transfer of a portion of the force to the Benares state. There was an increase of 2 deputy superintendents, 24 inspectors and 12 sergeants, and a decrease of 1 assistant superintendent, 11 sub-inspectors, 53 head constables, and 108 constables. The total cost of maintenance increased by 5½ lakhs to Rs. 84,49,060; the increase was due chiefly to "reforms."

Strength and  
cost of the  
police.

246. The punishment roll was much the same as in 1910. Twelve officers and 285 men were dismissed as against 16 and 264 respectively in 1910; 123 officers and 537 men were departmentally punished as against 121 and 626 respectively in 1910. Five officers were punished by courts, the same number as in 1910: 10,953 men were rewarded in various ways, as against 11,796.

Punishments  
and rewards.

247. The armed police have decreased by eight head constables (due to reforms) and 45 constables (due to conversion of armed to civil police). There was no change in the strength of the mounted branch.

Armed and  
mounted police.

248. The jurisdiction of the Government Railway Police of the provinces has increased by 133 miles. There was a decrease of two sub-inspectors, two sergeants, seven head constables, and 37 constables, due to the transfer of certain sections of the East Indian Railway and Great Indian Peninsula Railway to the Punjab police. Convictions were obtained in 21 per cent. of the cases investigated and 85 per cent. of the cases disposed of. There were 39 cases of obstruction placed on the line as against 41 in 1910, of which 9 were convicted.

Railway police  
jurisdiction.

249. Rupees 30,265 were distributed in rewards to 11,892 chaukidars during the year as against Rs. 31,139 to 11,936 chaukidars in 1910. The number of punishments decreased from 2,450 to 2,198.

Rural police.

250. The number of students who sat for the final examination at the training school was 144, of whom 129 passed. One assistant superintendent and two out of three deputy superintendents passed in all subjects.

Training  
school.

251. Including 29 cases pending from 1910, the department took up 113 cases, of which 27 related to fraudulent civil suits. Thirty-five of these cases were convicted and five acquitted; 43 were undetected or not sent up—the rest are pending. Three sensational murder cases, 10 gang cases, 15 cases of robbery by poisoning and 3 dacoities were, with the civil suit cases, the subject of the most important enquiries that were made. The department had also heavy work in connection with the visits of His Imperial Highness the Crown Prince of Germany, and Their Imperial Majesties to the Delhi Darbar. There were no complaints against the department and their duties were satisfactorily carried out.

Criminal  
Investigation  
department.

252. Two deputy superintendents were appointed during the year, making 34 out of 35 sanctioned. The regrading and completion of the cadre from inspectors to head constables has been completed; and 2,841 candidates have qualified in the "first aid to the injured" examination. The Urdu shorthand classes at the Reid Christian College in Lucknow were continued. Of the last batches of students sent, eight have been declared experts, nine

Reforms and  
reorganiza-  
tion.

have been returned to their districts as unlikely to become proficient or have left the class, and 23 are still under training.

### 21.—Criminal Justice.

(For details see the annual reports on Criminal Justice for the year ending 31st December 1911, and the tables under the head "Criminal Justice", part VI, Statistics of British India.)

#### AGRA.

##### Number of trials.

253. The number of offences reported under the Penal Code was 97,268 as against 89,978 in 1910; the number of cases returned as true rose from 65,691 to 71,342. The totals were higher than those of any preceding year; crime however save in regard to offences against the person was little more prevalent than in 1910. The increase in offences is chiefly in crimes of a petty nature: no less than 54,000 persons were brought to trial for hurt, of whom less than 7,000 were convicted, and less than one-third of the 15,000 persons tried for criminal trespass. Only 340 persons were convicted in over 5,000 cases relating to marriage. Given prosperity, an increase in reported offences amid a litigious people points only to more time and more money to indulge the love of going to law, and not necessarily to increased crime.

##### Duration of trials.

254. The average duration of cases was 10 days as against 9 in 1910, due chiefly to the stipendiary magistrates who tried the bulk of the cases: their average increased from 10 to 11 days.

##### Punishments.

255. Sentences of death fell from 87 to 78, of transportation for life rose from 194 to 259, and of imprisonment above 7 years from 171 to 175. Rigorous imprisonment was inflicted on 16,654 persons in 1911 as against 15,878 and fine on 58,201 persons instead of 56,826. The high figures in the two latter categories shows that though the volume of reported crime increased its seriousness did not. Whippings decreased from 2,282 in 1910 to 2,180.

##### Appeals and revisions.

256. The number of appellants and applicants for revision amounted to 19,439 as against 18,295 in 1910; of these, 15,976 (including 35 whose sentences were enhanced) were wholly unsuccessful; 1,823 had their sentences altered or reduced and so were partially successful; in 2,704 cases the sentences were reduced and in 183 the proceedings were quashed and in 775 a new trial or further enquiry was ordered.

#### OUDH.

##### Number of trials.

257. As in Agra, so in Oudh, there was a decrease in heinous and an increase in minor offences under the Penal Code. Cases affecting life decreased by 16 per cent., robbery and dacoity remained stationary. The number of cases returned as true under all laws were 35,533 against 33,849 in 1910. Only 503 cases were committed to the courts of session as against 509 in 1910.

##### Duration of trials.

258. The average duration of trials was practically the same as in 1910 (9'33 days as against 9'06 days), in the case of magistrates, and 36½ as against 35½ days in the sessions courts.

##### Punishments.

259. Death sentences fell from 68 to 65, and sentences of transportation from 131 to 106. Sentences of rigorous imprisonment numbered 5,635, the same as in 1910; sentences of fine rose from 15,390 to 16,283, whilst sentences of whipping fell from 963 to 862.

##### Appeals and revisions.

260. There were 4,582 appeals and 798 revisions as against 4,628 and 947 in 1910. Of these cases only 714 sentences were reversed and 348 reduced or altered; 22 proceedings were quashed and in 221 cases a new trial was ordered.

**22.—Prisons.**

(For details see the annual report on the Jail department for the year ending 1st December 1911, and tables under head "Jails," part VI, Statistics of British India.)

261. At the beginning of the year there were 24,409 prisoners of all classes in the jails. The total number of admissions was 74,152 and of discharges 77,073; there were only 21,488 persons in jail at the end of the year. Of the discharges 3,008 were made on the occasion of the Coronation Darbar of His Majesty the King-Emperor. The daily average of prisoners in jail fell from 25,364 to 23,928.

Genera l

262. The number of jail offences shows a notable decrease from 34,660 to 30,475, of which 24,607 were minor punishments and 9,694 merely warnings. The number of serious offences relating to assaults, mutinies, escapes, &c. was only 135, as against 150 in 1909; in 1910, owing to the Fatehgarh central prison *emeute*, the figure was 702. The number of floggings was 70 as against 52 in 1910: the increase was confined chiefly to one central and one district jail under the same Superintendent; in 80 per cent. of these cases the prisoners were habituals.

Punishments.

263. The total expenditure fell from Rs. 15,88,246 to Rs. 14,67,707—a decrease of Rs. 1,20,589; the average cost per head of prison population was Rs. 61-5-4 as against Rs. 62-9-10 in 1910.

Expenditure.

264. The total cash profits made as a result of the employment of prisoners amounted to Rs. 2,81,116 as compared with Rs. 2,89,031; much of this however is a paper loss, due to the non-adjustment of certain accounts before the end of the year. The figures therefore are exceedingly satisfactory, considering the decrease in the jail population.

Employment.

265. The health of the prisoners throughout the year was excellent; the death rate for 1,000 was 14·6, as against 15·6 in 1910: this rate is believed to be the lowest on record. There was no serious epidemic of any kind.

Health.

266. The juvenile jail continues to flourish: it is under consideration to introduce special courts for juvenile offenders and inaugurate a second reformatory, in addition to the recently improved one at Chunar.

Juvenile jail  
at Bareilly.**23.—Civil Justice.**

(For details see the annual report on Civil Justice for the year ending 31st December 1911, and the tables under head "Civil Justice," part VI, Statistics of British India.)

267. The total number of suits before the court fell from 169,981 to 152,900. Of this number 117,872 were new institutions. The outstanding feature of 1910 was the institution of 20,000 mortgage suits in a single week to save limitation. These have fallen from 36,341 to 9,216. Suits for money or moveable property fell from 98,495 to 92,477. The value of the suits rose to Rs. 8,31,92,821 from Rs. 5,57,44,958: this rise was due to two suits valued at 4 crores which were instituted at Saharanpur.

Original suits.

The number of cases disposed of was 132,636 as against 139,609.

268. The number of appeals rose from 10,531 in 1910 to 11,136, whilst the number disposed of fell by 773 to 6,995. The pending file rose from 3,209 to 4,702.

Appeals.

269. The number of appeals before the High Court fell from 3,663 to 3,571: the pending file rose slightly from 1,605 to 1,646.

High Court.

270. The number of these applications fell slightly from 117,757 to 111,869; the disposals continued to decrease, from 102,151 to 95,718. The pending file rose by some 500 cases, whilst the percentage of fructuous applications rose from 51 per cent. to 52 per cent.

Applications  
for executions  
of decrees.

271. The number of village courts fell from 368 to 327: 250 were actually at work. Institutions numbered 12,939 valued at Rs. 1,87,612 as against 11,917 valued at Rs. 1,77,718 in 1910. Five benches of honorary munsifs have been appointed at Meerut, Allahabad, Gorakhpur, Ghazipur and Ballia.

Village and  
honorary  
munisifs.**ODDH.**

272. The number of suits for disposal fell from 80,126 to 76,378. There were 64,572 institutions as against 71,366. At the end of the year

Suits.

Appeals.

Judicial  
Commissioner's  
Court.

Applications  
for execution  
of decrees

Village and  
honorary  
munsifs.

only 8,532 suits were pending as against 9,887 in 1910. The total value of the suits instituted was 189½ lakhs, a decrease of 349½ lakhs from the abnormal figures of 1910.

273. Institutions rose to 2,004 as against 1,883 in 1910; there were 869 pending: and at the end of the year the balance was 601.

274. The number of appeals instituted fell from 609 to 628; the pending file was 496 at the beginning of the year, and rose to 571 at the end.

275. The number of such applications instituted decreased from 55,464 to 52,720, and there were 60,577 for disposal, of which 52,075 were disposed of. The percentage of infructuous applications was reduced from 56 to 52 per cent.

276. The number of honorary civil courts decreased by 20, chiefly in Fyzabad (18); institutions decreased by 388 (7 per cent.) and disposals by 447 (9 per cent). There were new appointments of three honorary munsifs made during the year; as well as of four benches of honorary munsifs, at Sitapur, Sidhauri, Hardoi and Sandi.

KUMAUN.

Suits.

277. There was a slight increase in the number of suits instituted, from 5,061 to 5,127. The value of the suits was Rs. 4,16,054, a fall of some Rs. 15,000. There were in all 5,838 suits for disposal including arrears: those pending amounted to 499 as against 603 in 1910.

Appeals.

278. The number of appeals from decrees rose by 8, from 449 to 457. The pending file at the end of the year increased from 57 to 59. There were 43 miscellaneous appeals and 5 applications in revision.

Execution of  
decrees.

279. The number of applications for execution increased from 3,128 to 3,219: 477 remained pending as against 362 in 1910. Of the total number 1,438 were wholly infructuous, and only 715 wholly fructuous.

24.—Registration.

(For details see the report on Registration for the year ending 31st December 1911, and the tables under the head "Registration," part VI, Statistics of British India.)

Registration.

280. The total number of documents registered in 1911 amounted to 258,345 as against 279,479 in 1910—a decrease of 7·5 per cent. This is practically a return to the normal after the abnormal returns of 1909 and 1910, which had been inflated by transactions connected with *taqavi* and mortgages.

Financial.

281. The total receipts fell from Rs. 6,07,238 to Rs. 5,68,845 or a decrease of 6·3 per cent. The expenses amounted to Rs. 2,80,422 as against Rs. 3,08,060: the decrease is due to the fact that the staff was allowed to draw the pay of December 1910 before the Christmas holidays.

Prosecutions.

282. There were three prosecutions under the Registration Act.

Inspections.

283. There were 446 inspections made against 444 in 1910.

25.—Municipal administration.

(For details see the annual review of Municipal Administration for the year ending the 31st March 1912, and the tables under the head "Municipalities" part VIII, Statistics of British India.)

Elections.

284. In the 85 municipalities which possess the privilege of electing their members the percentage of qualified electors to population was 2·9, and there was no material change in the number of voters which was 89,399 as against 89,893 in 1910-11. Fifty-three per cent. of the electors came forward to vote in the 57 towns where polls were held, as against 51 per cent. in 60 towns in the former year. In some places however the keenness of a contest is often due to ulterior causes rather than to an intelligent interest in public affairs. In individual towns the percentage of voters who exercised their right varied enormously, being as high as 90 in Jaunpur and Nagina, and 89 in Budaun, and as low as 40 in Allahabad and 36 in Meerut: whilst in Amroha only 3 out of 200 electors came forward. The

figures however are not necessarily a criterion of the amount of interest taken in municipal matters, for many elections in various wards were uncontested. The rules for regulating municipal election procedure have on the whole worked well.

285. The number of towns with non-official chairmen remains unchanged. With one exception these gentlemen have done satisfactory work, and the results are regarded as encouraging. The number of meetings of the boards rose by 140 to 2,128, and the members save in 9 towns were regular in their attendance. Chairmen.

286. In the previous year it had been decided to abolish octroi in 42 smaller municipalities. The revised scheme of direct taxation had only matured in one town before the end of the year under report: but 20 others have prepared systems which are anticipated to yield as much as octroi. These will generally have effect from the 1st April 1913. A revision of octroi rates has taken effect in Mirzapur in order to finance the loan for the water supply project. The schedules of Saharanpur and Etawah were also wholly or partially recast, whilst some municipalities have introduced minor changes to relieve trade, notably Allahabad and Gorakhpur, where the duty on oil-seeds has been abolished. Fourteen boards introduced standard weights or rates for the commoner articles imported by carts, animals, or head-loads; whilst in Naiui Tal the toll rates have been enhanced, and in Jhansi a tax has been placed on bicycles. Taxation.

287. Revised rules prescribing the qualifications of electors and candidates have been sanctioned for 52 towns: and the qualifications are now practically on a uniform basis throughout the province. Five more towns passed rules for previous sanction to the erection of all buildings, five dealt with "tehbazari," and 7 boards regulated the sale of meat. The control of dairies (in Fyzabad and Dehra), the inspection of markets (in Lucknow), the regulation of slaughter-houses, bullock-carts, traffic, and crops have all been dealt with. The provident fund rules of some municipalities were also amended. Tax rules of importance are those relating to the Cawnpore terminal tax and toll, the taxes on circumstances in Mun, Ujhani and Sahaswan, and the house and professions taxes in Hardoi. Rules were also made for the preparation and construction of the public works in municipalities. Rules.

288. The total income rose from Rs. 70,38,285 in 1910-11 to Rs. 73,18,523 in the year under report. The outlay under the ordinary service heads rose by over 1½ lakhs to Rs. 75,72,314. Charges under the head "Extraordinary and debt" rose to the high figure of Rs. 14,89,149 from Rs. 6,87,979, mainly owing to very large investments both permanent and temporary. Payments on account of liquidation of loans also increased. Twenty-two boards have closing balances of over Rs. 30,000; Mussooree with Rs. 3,05,187, Benares with Rs. 2,94,609, Lucknow with Rs. 2,69,321, Allahabad with Rs. 2,34,538, Cawnpore with Rs. 2,10,467, Koil with Rs. 1,54,281, Hapur with Rs. 1,32,453, Naini Tal with Rs. 1,30,526, and Agra with Rs. 1,24,193, all had balances over a lakh. At Benares, Cawnpore, Jaunpur, Lucknow and Mussooree these amounts include balances of loans granted for specific purposes, but they mainly represent grants unutilized during the year. Financial position.

289. Excluding Sardhana, where octroi was abolished during the year, the net receipts from octroi amounted to Rs. 36,76,994, as against Rs. 37,25,035, in 1910-11. The small set-back was due almost entirely to a great activity in exports, due to the prospect of a revival of trade, and the forecast of a good harvest which made the dealers put their old stocks on the market. Marked increases are noticed at Mirzapur and Fyzabad, due to enhanced rates, and at Lucknow, due to good supervision, whilst large decreases occurred at Allahabad, Benares, Jhansi, Gorakhpur and Hapur. Extensive frauds were discovered in Nagina and Bareilly. Octroi receipts.

290. Receipts from taxes other than octroi rose by over 1½ lakhs to Rs. 16,01,924; of this increase, revisions of assessments in the large towns and the construction of new buildings account for some Rs. 66,000; tolls account for some Rs. 11,000 more, the terminal tax and toll for over Rs. 48,000, the tax on trades and professions for Rs. 15,000, the tax on Receipts from taxes other than octroi.

circumstances and property for Rs. 6,500 (which is the new tax at Sardhana), and the new Cawnpore taxes for conservancy and on vehicles and animals for some Rs. 8,000. The pilgrim tax showed a decline of Rs. 4,000: this is in force at Benares, Fyzabad and Hardwar Union. The incidence of taxation per head of population is Re. 1-12, as against Re. 1-13 in 1910-11; at Mussooree the figure is now just under Rs. 10, and at Naini Tal it is Rs. 7-12.

Receipts from  
sources other  
than taxation.

291. The increase from sources of income other than taxation rose by Rs. 1,87,626 to Rs. 20,89,584, apart from special grants. The most important increases were Rs. 36,700 under conservancy receipts, Rs. 23,300 under sale of water, and just under Rs. 20,000 in rents. The increase in these heads and also markets was satisfactory, 72 per cent. as against 74 in 1910-11 of the total income was obtained from taxation.

Special grants.

292. The assistance given to municipalities for general works has risen to the record figure of Rs. 16,50,774, as against Rs. 3,83,776 in 1910-11, though even this does not exhaust the help given by Government in various ways. The contribution from provincial revenues was Rs. 4,23,589; Rs. 3,19,885 from the recurring 5-lakh assignment by the Government of India for sanitary purposes; and Rs. 9,48,000 from the special donation from imperial funds for the same purpose. Rupees 91,000 was on account of recurring grants; over 11 lakhs was given towards drainage schemes, Rs. 8,80,000 to water works, and over 1 lakh to miscellaneous works. Over half a lakh went to Naini Tal for sanitary improvements and Rs. 23,000 to Lucknow for model dwellings; whilst for schemes connected with water works Rs. 1,45,000 was given to Lucknow, Rs. 60,000 to Agra, Rs. 1,17,000 to Mirzapur, Rs. 38,000 Naini Tal, and Rs. 20,000 to Jhansi. The grants for drainage were divided amongst 11 towns (Allahabad 4 lakhs, Mussooree 2½ lakhs, Benares Rs. 1,85,000, Aligarh and Hapur, 1 lakh each, Firozabad and Moradabad ½ lakh each, Almora Rs. 28,000, Fyzabad Rs. 15,000, whilst Cawnpore and Sandila received smaller sums). Mention must also be made of the trust funds in Allahabad, Cawnpore and Lucknow for opening out congested areas. The most marked progress is once more in Lucknow. Of the sum obtained by the provincialization of the police charges on establishment and buildings, just under 1 lakh has been expended on drains and paving lanes, Rs. 1,15,000 on charges connected with loans for public improvements, Rs. 1,11,000 on conservancy reforms, and ½ lakh on education, besides minor sums on various objects aggregating over ¾ lakh.

Loans.

293. The amount actually utilized for municipal loans was Rs. 4,48,000 as against an allotment of 10 lakhs. The short advances were due to the commencement of some works with other grants and to the delay in completing certain estimates. All the loans given were new: the most important were Rs. 25,000 to Benares for a road, 1½ lakhs to Cawnpore for additions to the water works installation, Rs. 70,000 to Bareilly for a scheme of extension, Rs. 1,13,000 to Lucknow for their drainage works, and Rs. 40,000 to Jhansi for a water supply project, and half a lakh to Mussooree for various objects, mostly connected with electric lighting.

Expenditure.

294. Expenditure on the collection of taxes, markets, roads, and under some minor heads was reduced; it increased for general administration, water supply, drainage, conservancy, hospitals, buildings and education. The Hardwar board spent more money on fairs: the increase under hospitals is chiefly due to a donation in Bulandshahr to the female hospital. The Coronation Darbar bonus to the lower-paid servants accounts for much of the increase under general administration. The decrease under the collection of taxes is due partly to misclassification in the accounts of Hapur in 1910-11. The extra expenditure on conservancy is largely due to the money spent in Naini Tal, but it is likely to rise much higher when the scheme for the introduction of health officers and trained inspectors takes shape. The expenditure on lighting is now 6·7 per cent. of the whole income, but is still too low. The decrease under roads is due to extraordinary expenditure in Benares in 1910-11 and is not a real decrease; and the same is true of markets under which head there were special outlays in Benares and Lucknow in that year.

295. The total expenditure, on water supply occurred in the 8 large towns which possess works and on the new schemes at Mirzapur and Jhansi ; it aggregated Rs. 9,50,359 as against Rs. 7,37,633 in 1910-11. Extensive additions to the plant are being made at Cawnpore and Lucknow, whilst schemes are in hand for improvements at Benares and additions at Agra. The serious condition of the plant at Allahabad came to the notice of Government just before the end of the year and has since formed the subject of special correspondence.

Water works.

296. The expenditure on drainage rose to Rs. 7,80,977 or Rs. 85,109 in excess of the figure of 1910-11. Of this, Rs. 6,75,865, a rise of Rs. 72,398, is on capital account ; and of this latter sum Rs. 5,84,000 was used in 8 large towns on special works. Large outlays occurred at Lucknow (over 2 lakhs) and Moradabad (1½ lakhs); the other six municipalities were Firozabad, Benares, Khurja, Hapur, Fyzabad and Lakhimpur. The extension of the civil stations and cities of Lucknow, Bareilly and Cawnpore are also projects in existence and under consideration.

Drainage.

297. Expenditure on education rose by Rs. 10,628 to Rs. 3,85,213 ; the increase is almost entirely accounted for by a contribution of Rs. 10,000 in Cawnpore to the King Edward Memorial, which will take the shape of a public hall and library. The percentage of educational expenditure to income is now 5.26, or over the required standard of 5 per cent. Bareilly, Lucknow, Cawnpore and Allahabad all gave special attention to education.

Education.

298. Vaccination work continues to show improvement ; the number of successful primary cases rose from 96,091 to 98,112 or 32.78 and 35.58 per mille of population respectively. In the great majority of towns the work is satisfactory.

Vaccination.

299. The vital statistics are depressing reading. Births fell from 121,640 to 116,831 and there was a small decline in the number of deaths, which were 142,842 or 2,764 less than in 1910-11. The excess of deaths over births was 8.64 per mille of population. There are 8 towns with a death rate per 1,000 of over 70, and 10 more with one between 60 and 70. The first eight are Azamgarh (115.56), Tilhar (82.99), Partabgarh (79.21), Farrukhabad (77.74), Atrauli (73.62), Khairabad (72.54), Benares (71.54), and Jhansi (70.74). Plague and cholera are responsible for these figures. The death rate amongst infants rose to 317, as against 270 in 1910-11. There are indications that boards are giving attention to this subject especially in Benares, Mirzapur and Muzaffarnagar, and attempts are being made towards the instruction of midwives and the control of the milk supply, whilst the growing interest in sanitary reforms is also a sign of progress.

Vital statistics.

300. Municipal boards took a prominent part in promoting the celebrations of rejoicing at the visit of His Majesty the King-Emperor to India.

General.

#### 26.—District boards.

(For details see the annual report on the working of district boards for the year ending the 31st March 1912, and the table under the head "Local Boards," part VIII, "Statistics of British India.")

301. The income of the boards, excluding deposits and advances and opening balances, amounted to Rs. 80,03,207, an increase of Rs. 1,47,168 : this is almost entirely due to the rise in the figure of provincial contributions, and in the normal receipt heads there is little variation. There is a decrease of Rs. 33,000 in local rates, almost entirely due to the smaller income from surrendered jagirs in Mirzapur. In education higher receipts due to the rise in the number of schools and scholars were more than neutralized by the final deductions on account of the provincialization of high schools, giving a decrease of some Rs. 25,000. The increase under "Police" may be attributed almost entirely to increases under pounds, amounting to some Rs. 20,000 out of Rs. 36,000. The provincial contributions of a non-recurring nature amount to Rs. 5,84,391, and it is these which represent the real advance in the year's receipts : these are made of 3 lakhs for the equipment and construction of primary schools, 48,000 for rural sanitation, and over ½ lakh each to Kumaun for roads and bridges and to Muttra for roads.

Income.



PROTEC-  
TION.—  
Expenditure

302. The variations in the figures of expenditure from year to year depend almost entirely on the success of the boards in working up to their estimates of civil works expenditure; and last year's large decrease of 2½ lakhs is therefore followed by a large increase, since this year's expenditure on civil works has risen by 2½ lakhs. Excluding deposit and advances the expenditure was Rs. 77,86,889 as against Rs. 74,72,003, or an increase of Rs. 3,14,886. There were other variations of importance besides that under civil works; an increase of some Rs. 16,000 under police, due to increasing expenditure on pounds, a decrease of some Rs. 65,000 on expenditure, due to the provincialization of high schools, an increase of some Rs. 67,000 on medical, of which over Rs. 28,000 is on sanitation, Rs. 21,000 in Lucknow on calf lymph and coronation bonuses, and a partly nominal increase in Bijnor of Rs. 15,000, due to the Dufferin Fund transactions there.

## Education.

303. The chief feature of the year has been the growth in the allotments made by Government for educational purposes. There has been a marked rise in the number of scholars, amounting to some 10 per cent. on last year's figures. These figures are not always trustworthy; attendance registers are not always correctly prepared or sufficiently checked. In the Benares district the scholars increased by nearly 53 per cent. The number of schools maintained has increased by 823 and now stands at 14,702: it is due chiefly to the striking development of unaided private schools. An important event has been a general rise in the pay of teachers, though the pay is as yet anything but uniform; it is not so clear that their numbers are yet adequate. There has been much activity in school building, thanks chiefly to the grants-in-aid but also to private contributions. Inspection by non-officials is not as yet generally satisfactory.

## Medical.

304. The number of patients treated has further decreased to 4,029,486 from 4,200,710: this decrease is general save in the Jhansi and Kumaun divisions. The fluctuation depends largely on the intensity of malaria in which respect the year was again healthy. It is reported that the travelling dispensaries have proved extremely useful, relieving the permanent dispensaries of many patients. There has been marked activity in building and providing equipment: the Ludovic Porter Hospital at Meerut and the Haldwani Hospital have been opened, whilst 10 dispensaries were completed or advanced. There has been a long list of private donations, which when read with the list of educational benefactions, give a welcome indication of public spirit.

## Sanitation.

305. The expenditure on sanitation has almost doubled and now stands at Rs. 57,089 as against Rs. 28,963 in the previous year. All divisions report expenditure on well repairs and successful measures for purifying the water supply and resisting cholera. Government has under consideration the introduction of a system for keeping village drainage well looked after, and experiments have already been made in this direction in several districts.

## Vaccinations.

306. The number of vaccinations have risen from 1,292,614 to 1,359,405. The introduction of calf lymph has been most successful.

## Vital statistics.

307. During the year under report, as in the former year, there has been a very severe epidemic of plague and a good many local outbreaks of cholera. The provincial death rates and birth rates stand at 40·69 and 42·95 per 1,000 respectively, which fact incidentally shows, when compared with the figures given in another paragraph, how great a proportion of deaths occurs in the municipalities, since on the figures for the whole province the death rate exceeds the birth rate. It is evident that the testing of these statistics is not yet adequate. In the same district the test of the assistant superintendent of vaccination gave practically no errors: the test of other officers showed an error of 25 per cent. The birth and death rates have both risen from 41·48 and 39·19 respectively in 1910-11.

## Arboriculture.

308. There has been little advance in tree-planting, though some districts show indications of schemes which are definitely of plantation.

## Civil works.

309. The works programme is being steadily carried out. Over 7½ lakhs have been spent on communications (original works) and over 13½ lakhs on repairs to communications; under buildings, the figures are nearly 8 lakhs on original works, and 2½ lakhs on repairs. There has been a very large increase therefore under communications (original works). It is

abundantly clear that the use of non-official agency in the repair of unmetalled roads is neither cheap nor effective.

310. The question of establishing sub-district boards was closely examined during the year and in the end was found to be unlikely to produce any good results. It was felt that they would ruin the steadily increasing administrative efficiency of the district boards and destroy their growing sense of financial responsibility. Sub-district boards however are being established in the residential sub-divisions. As yet there is little to show whether the tahsil sub-committees established last year are likely to prove a successful experiment. The value of the inspection work of district board members, though it is still open to criticism, is increasing with experience : and it is probably true that much more useful work will in the end be done by them in this way than by mere attendance, however regular, at meetings.

#### 27.—Volunteering.

*(For details see the annual reports of Commandants of Volunteer Corps for the year ending the 31st March 1912.)*

311. The enrolled strength of the active force of volunteers was 4,563 as against 4,365 in 1910-11. Of these, 678 were cavalry and 3,885 infantry ; of the cavalry 362 were extra-efficient and 228 efficient : the figures for the infantry were 2,974 and 772 respectively. As regards musketry 938 men qualified as marksmen, and 1,342 as first class shots. The force included 260 officers and 426 non-commissioned officers. The reserve totalled 698, of whom 666 were classed as efficient. The expenditure on the whole force amounted to Rs. 2,14,883, of which by far the greater part was met by capitation grants from Government : at the close of the year the various corps had a balance of some Rs. 22,000 in hand.

## CHAPTER IV.—PRODUCTION AND DISTRIBUTION.

### 28.—Agriculture.

*(For details see the annual reports on the administration of Agriculture for the year ending 30th June 1912, on the administration of the Civil Veterinary department ending 31st March 1912, on the working of the Co-operative Credit Societies Act, 1904, for the year ending 30th June 1912, and the tables under the heads "Agricultural Statistics" and those under the heads "Co-operative Credit Societies" in part II, Statistics of British India.)*

#### General.

312. The year has witnessed an expansion of the operations of the department in several important directions. The research work of the Economic Botanist and the general work of the Central Circle have hitherto been hampered by the small size of the Cawnpore Farm. Though it sufficed for experimental work, its limitations were specially felt in work on cotton improvement. To remedy this, two new farms have been opened, one in the Aligarh district and one near Cawnpore. In the former extended trial on a field scale will be given to improved types of cotton, whilst the other will serve as a distributing centre for the cotton most suitable to the locality. A new farm is being opened near Nawabganj in the Bareilly district where experiments in the selection of sugarcane will be carried out; and another in Shahjahanpur, where the Agricultural Chemist will continue his survey of the indigenous canes. The question of improving sugarcane has become important owing to the competition of Java sugar.

#### Agricultural college.

313. The college and research laboratories were opened in November 1911. A combined library for the college and technological institution is being constructed. There was no substantial change in the course of studies: 26 students out of 90 who appeared at the examination in March 1912 obtained the diploma of licentiate of agriculture. Most of them were taken into Government service. Private students were as usual few, a fact due to the small salaries offered to land agents.

Arrangements have been made with the owner of a factory at Pilibhit to receive a certain number of apprentices to be trained as engineers and sugar boilers in sugar factories.

The courses for training in horticulture at Luoknow and Saharanpur continued on former lines.

Experimental work was carried out at most agricultural stations: these were in the direction of testing the value of different manures, the study of various rotations, of the results of continuous cropping, of the suitabilities of different wheats, humps, canes and cottons to various tracts, and the testing of different methods of cultivation. Sericulture has also received attention.

#### Assistance to the public.

314. An expert has been studying the mechanical problems connected with sugar extraction, giving assistance to factory owners, actual or potential, and advising on new projects. Experiments with cotton have resulted in establishing the superiority of a particular kind, and the seed of this has been widely distributed.

#### Distribution of seed.

315. There are nine seed depôts in the province, which have distributed in all 13,000 maunds of seed. Ground nut seed has also been popularized. The financial position of these depôts is satisfactory.

#### Sale of implements.

316. There has been a steady advance in the sale of labour-saving implements. As many as 637 ploughs were sold as against 550 last year. Chain-pumps, the Baldeo water lift and Norag thresher have also found buyers.

#### Poultry farming.

317. Fair success has been met in raising pure bred stock at the Haldwani poultry farm, but the demand has been small and the stock has proved delicate. A hardy cross bred stock is needed, and considerable progress has been made in this direction.

#### Sheep breeding.

318. Some experiments in sheep breeding with Australian merino rams have been taken in hand.

319. The well boring operations have been on a smaller scale than in 1911, owing to the favourable nature of the season, and in part to the difficulty of getting labour. Most of the work done consisted in increasing the supply of water in existing wells. Borings were conducted with this object in 932 wells as against 1,076 in 1911: the percentage of successful borings was 63 as against 68 in that year.

320. The Mainpuri and Walipur (Sultanpur) associations showed the greatest vitality; the former held regular meetings, the latter organized a successful show. The class most interested in agricultural improvement is found amongst zamindars who cultivate themselves. Certain co-operative credit societies are also in close relations with the department. There have been numerous shows, chiefly or wholly agricultural, and a good deal of demonstration has been done.

321. Bulletins on the chemical examination of the working of the sugar factory at the Allahabad exhibition, and on surra, have been published in English. Vernacular pamphlets have been issued, which dealt with the cultivation of selected *desi* cotton, American cotton, the moth borer of sugarcane and *juar*, Saretha sugarcane, white flowered cotton, the bullock drawn ridge maker, and the ground nut. Some scientific papers and contributions to the agricultural journal of India have also been produced. The circulation of the vernacular journal, the *Mufid ul Mazharain*, has slightly decreased; the assisted Nagari journal, *Dehati*, has appeared regularly.

#### CIVIL VETERINARY DEPARTMENT.

322. As suitable training at the veterinary colleges is now provided, it has been found unnecessary to send newly joined veterinary assistants to the laboratory at Mukhtesar. No candidates for scholarships appeared. New graduates now receive practical demonstrations in elementary bacteriology and research methods at the head quarters laboratory at Lucknow.

323. Only 38,510 cases of contagious disease as against 123,695 in 1911 have been reported, with a mortality of 14,333. A great improvement is noticeable in the direction of early notification of disease. As regards particular diseases, there were 23 cases of glanders and farcy in various districts and surra again appeared in the tracts at the foot of the hills: 115 animals died or were destroyed under the Act. Rinderpest accounted for 5,689 oxen as against 15,675 in 1911, being most virulent in Garhwal, Naini Tal, Hamirpur and Banda. Some 3,679 deaths were due to haemorrhagic septicaemia as against 6,303 in the preceding year. Deaths from foot and mouth disease fell from 4,734 to 1,741 (estimates). There has been a good deal of mortality amongst smaller animals, especially goats and sheep. Preventive inoculation is gaining in popularity: 44,497 animals have been so treated during outbreaks of disease and 23,415 animals at other times.

324. Twenty-one stud bulls have been obtained during the year: the number is now 77 as against 54 in 1910-11. The bull rearing farm at Kheri progresses satisfactorily; the buildings have been completed, and it is probable that the first batch of bulls will be issued to the stud in October 1912 instead of in 1913. There are now 56 stallions on the register as against 55 in 1910-11; and 2,739 mares were covered as against 2,444 in the preceding year. By the 16 donkey stallions on the register 507 mares were covered, the demand for the services of donkey stallions for mule breeding is increasing.

325. The subordinate establishment numbers 156, or 8 more than in the preceding year. A grade of deputy superintendents has been instituted which should do much to induce a good class of men to join the department. Four districts still maintain only one veterinary assistant; and two others have reduced or not completed their establishment in spite of requiring more staff than they possess. The cost of the department rose from Rs. 82,962 to Rs. 93,938.

#### CO-OPERATIVE CREDIT SOCIETIES.

326. The small urban societies, which cater chiefly for the petty trader and artisan, rose from 124 to 166, or over 33 per cent., and the membership by

Well sinking.

Agricultural associations, shows, &c.

Publications.

Education.

Diseases.

Breeding.

Establishment.

General.

69 per cent. The working capital increased by 64 per cent. The number of rural societies rose from 1,108 to 1,741 : the number of members however has not increased in the same proportion ; for a part of the increase in the number of societies is due to the breaking up of the larger ones into smaller village societies. Excluding such cases there are now 36 members per society as against 34 last year. The figures for 1,681 societies are alone available, but the capital of these is Rs. 27,32,301 as against Rs. 19,44,695 in 1910-11. Twenty-one societies were liquidated during the year, whilst liquidation is in progress in 28 other cases. The profits were used either for some public object, or added to the reserve fund of the district bank. All district banks show substantial profits, and have declared satisfactory dividends since the close of the year. There are however very large arrears in some cases. The largest are those of Moradabad, where however there has been a reduction of arrears, Gorakhpur, where collections were retarded by plague and floods, and Unao, where societies under liquidation or old type societies are chiefly to blame. There are six clerks' societies, of which three are doing fairly well, but the others are suffering from either arrears or a lack of capital. Very little interest is taken in them. There are an increased number of credit societies for artisans and traders which are doing good work ; they are flourishing especially in Tanda (weavers), Benares (silk weavers and others), Rae Bareilly, Fyzabad, Hardoi, Sandila, Jaunpur, Lucknow, Allahabad and elsewhere.

Rural societies.

327. Reference has already been made to the membership and capital of rural societies. Loans exceeding 29 lakhs were made to members : over 20½ lakhs were repaid, and rather under 24 lakhs were outstanding, of which only 9 per cent. was arrears, for more than half of which Unao is responsible. The results, if Unao be excluded, are satisfactory : for in spite of a good rabi, the comparative failure of two successive kharifs made the year a difficult one, whilst landlords took advantage of the spring crop to collect their arrears. Eight districts show a clear sheet : in eight others the arrears are trifling.

Other forms of  
co-operation.

328. The Benares Silk Weavers' Association (a productive society) shows no improvement ; nearly the whole of its capital is looked up in unrealized debt and accumulated stock. Attempts are being made to put matters straight. Other such societies at Benares, Cawnpore, Sandila and Sultanpur are all flourishing.

Miscellaneous

329. It is clear from many small points that the co-operative principle is proving beneficial. In one place methods of agriculture are being improved, elsewhere members of such societies are taking up more land and buying better cattle, or building pakka houses, sinking wells, and even taking out endowment policies. Many societies are in close touch with the Agricultural department and assisting their efforts in many ways. One society is manufacturing and hiring out sugarcane presses, several central banks stock agricultural implements, and improved ploughs are given as rewards ; other societies act as seed distributing societies, or set apart plots of land for purposes of agricultural demonstration, or read agricultural publications at their monthly meetings. The societies are also effecting moral and social reforms, by insisting with good results on the abandonment of such vices as drinking and gambling as a qualification for membership, establishing schools, stocking medicines such as quinine, and curtailing expenditure on marriages and other festivities. They have even had recourse to poetry and the drama to point the advantages of co-operation. There was a well attended provincial conference in January 1912 and district conferences are frequent. There have been considerable improvements in staff ; the staffs of the district and central banks have been increased and improved by training ; and men of a good type are said to be coming forward in considerable numbers for such training with a view to future employment. The staff of these banks is used for peripatetic inspection, and these trained men are employed as organizers of new societies : Where possible, societies are arranged in groups each in charge of a trained secretary. Provident funds have been instituted by most district banks for their employes. The most important improvement in the year is the completion of the status register (*harsiyat*) for the members of rural societies.

income, whether land, cattle, trees or houses, with information regarding outstanding debts, and enables firstly the society panchayat to decide the limits of a member's credit, and secondly gives the central society a standard for the normal credit of the whole society.

330. The number of central societies has increased from 12 to 31; of these six used to be classed as urban district banks. With regard to the 9 large banks at the head quarters of districts and two such banks not at head quarters, there has been a large increase in the working capital, which is as much as 100 per cent. in four cases and 50 per cent. in three other cases. The arrears amount to only half a lakh all told, of which four-fifths are found in the Mainpuri and Budaun banks. Central banks in the interior of districts can only be successful where there are gentlemen of public spirit and business capacity to manage them; and progress in this direction has consequently to be slow and tentative.

Central  
societies.

331. The reorganization of urban societies is progressing. Their true mission is to finance smaller societies, not individuals, and already six have worked up to this standard and as stated above have now been classed as central banks. Affiliated societies are being turned, little by little, into independent village societies, a process which depends for its success on the presence of a strong panchayat, and consequently can progress but slowly. The working capital has increased in every case, but less rapidly than in the preceding year, as the process of reorganization retards it.

Urban  
societies.

#### 29.—Weather and crops.

(For details see the annual season and crop report for year ending 30th June 1912, the tables appended to the "Agricultural Statistics of British India" and the area and yield of certain principal crops in India and "prices and wages in India.")

332. General rain received in the middle of June 1911 sufficed for sowings in the eastern districts and for tillage over the rest of the provinces. This was followed by dry hot weather which stopped agricultural operations and threatened the early sown crops. In mid-July rain fell everywhere, though in Lucknow and most of the central Doab it was insufficient. Sowing was resumed, but again dry weather and high west winds stopped it. At the beginning of August the situation was critical, and it was not relieved till the 3rd week of the month in the eastern districts, and the beginning of September in the upper Doab and Bundelkhand. September was a wet month, in Sitapur and Basti indeed too wet, for floods ensued; but generally a large area of late kharif crops was sown which did unusually well. Heavy rain in the second week of October over the eastern half of the provinces was very beneficial to the rice crops. The short sowings in the kharif, the late rains and the general absence of floods proved very favourable to the rabi, and an unusually large area was sown; and the soil, being abundantly moist, improved germination. General showers fell in November, and good rain in January and early February, and though there was an untimely fall in March, it did not last long. The conditions all through the seasons were therefore particularly favourable and resulted in a rabi harvest of unusual extent and quality, which counterbalanced the July and August droughts and consequent partial failure of the early sown kharif crops. This, and a little rust, were the only calamities of the year worth recording.

Character of  
the seasons.

333. The total cultivated (net cropped) area rose slightly above the normal by 80,711 acres or 0.2 per cent., to just under 350 million acres. In the former year the area was 2.1 per cent. over the normal. The kharif area was 3,140,566 acres under the normal and the rabi area 3,891,365 acres above it: the percentages are 14 and 20 respectively. This was the natural result of the distribution of the monsoon, and was similar to the facts in 1910-11, though the decrease in one case and increase in the other were greater in the year under report. The hot weather crop was 7 per cent. and the double cropped area 8 per cent. above the normal; the latter increase is due to the favourable rabi conditions which led to a large area being put under oilseeds after the kharif harvest had been out. The decrease in the kharif area was shared by all divisions but Gorakhpur and was largest in the

Cultivated  
area.

Agra and Jhansi divisions. The rabi increase was general save in a few submontane districts. Of the autumn crops, early rice decreased everywhere save in the Gonda and Gorakhpur divisions: there was also a decrease in late rice. The maize area fell in the Agra province, but rose in the Fyzabad division. *Juar* failed very badly: only 65 per cent. of the normal area was sown and much of it came to nothing. *Bajra*, the small millets and sugarcane all showed areas in excess of the normal, especially the first named, which had an area 42 per cent. in excess of normal. The increase in sugarcane was general in the cane growing tracts. Cotton, however, was sown over a diminished area especially in the new cotton growing tract in Rohilkhand, Hardoi and Oudh, and in Bundelkhand. Of the spring crops the areas under wheat and barley show small increases of 3 per cent. over the figures of the preceding year, but were 10 and 24 per cent. over the normal. The gram and rapeseed area also increased largely, being 21 and 20 per cent. over the normal: but linseed showed the most surprising increase, possessing an area which was as much as 71 per cent. over normal and 75 per cent. greater than in 1910-11.

Irrigation.

334. The wet season naturally caused a fall in the irrigated area of some 660,000 acres or 7 per cent. The net irrigated area was 7,900,214 acres as against 8,687,297 acres in 1910-11. About half the area was irrigated from wells, and 25 per cent. from canals.

Outturn.

335. The yield of the kharif in 1911 was on the whole inferior to that of 1910; *bajra* alone showed an improvement, while cotton, sugarcane, late rice and maize gave lower outturns. Both rice crops gave good yields in the eastern and some central submontane districts, whilst *juar* was good nowhere. Maize did well only in Oudh; whilst cotton was disappointing. The yield of the spring harvest was much more satisfactory. Wheat, barley and gram were returned as normal, but were probably better even than that: gram was probably as much as 10 per cent. over normal. Linseed gave an outturn of 85 per cent. according to the reports, but was probably better than that though under normal. The hot weather crop gave practically a normal outturn, though the mango crop failed in Bundelkhand and some of the western districts. The mahua crop was satisfactory.

Prices.

336. Prices were on the whole rather higher than in the preceding year. Wheat rose from 13 seers in June 1911 to 11'50 seers in July and August, when a failure of the kharif was anticipated; and though it fell to 12 seers from October, it never went below this price and ended at it in June 1912. Barley started at 21 seers, but rose as high as 12 seers in November and never fell again below 16'50: this was due however to a new European demand for Indian barley. *Juar* never fell below 20 seers. and its price in view of the failure of the harvest naturally rose. Maize rose from 24 to 18'50 seers at the end of year: gram was slightly more expensive beginning at 20'75 seers and ending at 17'50 seers. Rice varied little, between 9'25 in June, and 8 in August and September 1911, ending up at 8'75 in June 1912.

30.—Horticulture.

(For details see the annual reports on the horticultural gardens at Lucknow and the botanical gardens at Saharanpur for the year ending the 31st March 1912.)

Horticultural  
gardens.

337. Work in the horticultural gardens at Lucknow was somewhat hampered by the difficulty of obtaining labour, but continued to make good progress. Improvements of various kinds were introduced in the fruit garden, the rose garden and the exotic garden. A great deal of experimental work was carried out which was practically a continuation of efforts already begun. The acclimatized seeds were disposed of only through agents, which is not a very successful method, as the public prefers to deal with the gardens direct, and as it no longer can do so, buys less seed: but efforts are being made to push sales by offering agents a larger commission. Receipts diminished by Rs. 2,887, a decrease chiefly caused by the demands of the Delhi Darbar on the gardens and their produce, which were large enough to diminish the stock available for public sale. Expenditure was Rs. 27,515 a slight

decrease since the preceding year. There were no students in the overseer class during the year: applications for trained gardeners were received in large numbers but the supply was small. Seven students were trained in arboriculture.

338. As at Lucknow, the Delhi Darbar interfered to some extent with the up-keep of Saharanpur gardens, as several of the staff were on duty at Delhi, and the preparation of material also took up a great deal of time and labour. Acclimatization and other experimental work with fruit and vegetables were continued. What has been said above of the Lucknow gardens in reference to the difficulty of disposing of acclimatized seed applies also to Saharanpur. The receipts decreased from Rs. 14,927 to Rs. 12,713, the expenditure was Rs. 31,271 as against Rs. 29,508 in 1910-11, but was Rs. 2,518 less than the budget estimate. There are 5 students in the overseer class and 19 in the *chaudhri* class. There were many applications for malis, of which only 13 could be satisfied.

Botanical  
gardens.

### 31.—Forests.

[For details see the annual report on the operations of the Forest department for the year ending the 30th June 1912, and "Statistics of British India," part IV (b), Finance and Revenue.]

339. There was practically no change in the area of forests of all classes which amounted, as in 1910-11, to 13,244 square miles. In the western circle, Rs. 5,821 was spent on demarcation as against Rs. 3,245 in 1910-11, of which the greater portion was spent on new work, chiefly in the Ramnagar division, where over 100 miles of boundary were revised. In the eastern circle repairs at a cost of Rs. 5,680 were undertaken. Extensive settlement operations are in progress in the Kumaun forests.

Area and  
demarcation.

340. The total receipts were over 30½ lakhs or 4¼ lakhs more than in the preceding year. In the western circle there was an increase of over Rs. 1,20,000 from the sale of timber, mainly due to a rising market. There were smaller increases under firewood and bamboos; on the other hand there was a decrease in "other produce," due partly to outstandings, partly to decreased sales of turpentine and resin; and a minor decrease in "drift and confiscated," due to the absence of floods. In the eastern circle there was an increase of no less than 2½ lakhs in the sale of timber and half a lakh in firewood: the causes are, as in the western circle, better prices. The decreases again are in "drift and confiscated."

Revenue.

341. The expenditure amounted to Rs. 14,56,142, an increase of Rs. 2,46,410 from the figures of the preceding year. In the western circle, the increases are under (1) "timber &c. extracted by Government agency," due to the introduction of departmental fuel supply operations in the Chakrata division, and also to the expenditure of capital in the turpentine industry; (2) "rent of leased forests," due to increasing the share of profits of the Raja of Tehri in consequence of the larger revenue of the leased deodar forests; (3) "communication and buildings," due to increased expenditure on housing subordinates; (4) "organization and improvement," due to certain payments of compensation and the revision of boundaries; (5) salaries, due to revision of the emoluments of extra assistant and deputy conservators. In the eastern circle the differences were slight. There was an increase of ¾ of a lakh in the Kumaun forests due to the building of a road and the revision of establishment sanctioned from 1st April 1911. The surplus of revenue over expenditure amounts to just under 16 lakhs as against 13½ lakhs in 1910-11.

Expenditure.

342. The total outturn of timber and fuel amounted to over 20½ millions cubic feet, or much the same as in 1910-11. In the western circle the outturn showed a considerable increase especially in deodar, *chir*, *kail* and fir timber, and was due to a brisker demand. The total yield of crude resin amounted to 15,753 maunds as against 14,028 in 1910, or 3.26 seers per tree as against 2.86, a most satisfactory increase. The manufacture of turpentine is carried on in the Naini Tal and Almora forests. In the eastern circle there was a much smaller increase in the yield of timber and a decrease in the yield of fuel, due to the suspension of green fellings in the Kheri division.

Outturn.



Breaches of  
forest rules.

343. In the western circle the total number of cases, though 2 per cent. larger than in the preceding year, was 6 per cent. under the average of the last 3 years. There were in all 784 cases, of which only 23 went into court; 19 ended in conviction. Rupees 2,492 was accepted as compensation. There were 32 cases of injury to the forest by fire, of which 17 were undetected and 13 compounded: only two went into court. The number of such injuries was one under the average. In the eastern circle cases amounted to 1,077, a decrease of 2.9 per cent. from the average of the preceding three years. Nearly 13 per cent. of all cases were undetected, 91 per cent. of the detected cases were compounded and 9 taken into court: of these last 82 per cent. were convicted. The amount of compensation paid was Rs. 4,248. Of the 39 cases of damage by fire 26 remained undetected, or 66 per cent.

Protection  
from fire.

344. The total area protected from fire was 2,299,488 acres, some 16,000 acres more than in 1910-11. Of this area however protection in 56,000 acres failed. The cost of protection was Rs. 72,161, some Rs. 2,700 more than in the preceding year. In the western circle the season was very unfavourable for fire protection owing to the lightness of the preceding monsoon and a severe hot weather, together with thunderstorms unaccompanied by rain: 27,956 acres were burnt as against 1,597 acres in the previous year: 97.4 per cent. of the protected circle was kept safe as against 99.9 in 1910-11; there were in all 41 fires of which 13 were due to preventible causes. Six fires in the Siwalik division burning 8,773 acres were ascribed to incendiarism; 10 fires burning 9,367 acres were due to lightning: and one fire in the Ramnagar division caused by the carelessness of a traveller destroyed 7,789 acres. These were the most important fires. In the eastern circle 97.7 per cent. of the protected area was successfully protected. The most important fires destroyed 5,817 acres in Kheri, 2,444 in Haldwani and 12,347 acres in Jhansi. In all 21,896 acres were burnt. In Almora 9 fires were attributed to malicious firing and destroyed 5,492 acres out of 5,499 in all.

Grazing.

345. Altogether 10,159 square miles were opened to grazing for the whole year to all animals, or practically the same as in 1910-11. The grazing fees actually received were well over a lakh of rupees.

District forests.

346. Some references to the district forests in Kumaun have already been made and statistics of these are included in the figures mentioned above. The area was 9,069 square miles as against 9,070 in the former year. As has already been stated extensive settlement operations are in progress, and much has already been done; 12 areas which are or are about to be closed have been demarcated and notified in Naini Tal, and the rest have been inspected. In Almora 141 blocks have been notified. In Garhwal 44 blocks have been finally notified. Rupees 19,288 has been spent on roads and bridges; the road from Babiari to Paharpani has been completed and three more roads have been undertaken, viz. the Tilwari-Bijepur branch, and the Haira Khan-Kalu Khara and Paharpani-Bhabar roads, of which the first two are almost complete. There have also been extensive building operations costing Rs. 15,736. Natural reproduction was successful on the whole in Naini Tal and some parts of Garhwal, but very poor in Almora. In Naini Tal planting was continued in the plantation at Benaik and the adjacent forests. In Almora 3,075 acres were sown in plantations enclosed by walls; the plantations are said to be promising. An experimental orchard has been started in the Sitoli plantation. In Garhwal 5 new enclosures of 110 acres were made, bringing the total number up to 49 with an area of 1,028 acres. There was an increase of over 200,000 cubic feet of timber extracted from the forest and a decrease of 52,000 cubic feet of firewood. The increased sale of wood was due to increased expenditure. There has been a decrease in the amount of timber given to right holders in Garhwal and Almora, due in Almora to better control, and in Garhwal to smaller indents. The expenditure exceeded the receipts by Rs. 68,000 due to building and road works, to the revision of establishment and to settlement operations.

General.

347. In the western circle reproduction from seed was quite satisfactory for all species save the fir; artificial reproduction was not very successful owing to a lack of *chir* seed, and other causes. A number of

experiments have been carried out in growing willows in Naini Tal division, and in burning a regenerated *chir* forest in Chakrata division. In the eastern circle, sal failed to produce seed, but other species seeded well, and regeneration is on the whole good. Artificial reproduction in plantations was not successful save as regards *babul* in Bundelkhand. Experiments were conducted with *khair* and *babul* in Haldwani division, and were successful: but generally speaking other experiments, with *khair* and *shisham* in Kheri, with *jaman* and other trees in Bahraich, with several species including teak in Bundelkhand and Gorakhpur, and to test the suitability of a certain fibre for rope making in Pilibhit, failed for various reasons. The course of instruction in the provincial forest training class lasted as usual eight months and was attended by 25 students, all of whom but one obtained the forester's certificate.

### 32—Mines and quarries.

(For details see the table under part I, Statistics of British India.)

348. No regular mines were worked during the year. About Rs. 389 worth of gold was washed in Garhwal, Bijnor and Naini Tal: whilst a little iron ore was produced in Garhwal, and some 3½ tons of iron was smelted in Jhansi. Fifty-six tons of steatite was also extracted in the latter district: the total value of the mineral field of the province, excluding gold, was Rs. 1,110. Mines.

349. In all some 138,207 tons of stone was worked in various districts, of which 135,096 tons came from Mirzapur: its value was Rs. 3,01,268. The rest of the stone was valued at Rs. 15,317. The districts of production were the three districts of the Kumaun division, Banda and Dehra Dun. Slates worth Rs. 54 were quarried in Almora and a little clay in Naini Tal. Quarries.

### 33.—Manufactures.

(For details see industrial and commercial statistics, parts I and II, Statistics of British India.)

350. Cotton ginning and pressing factories have decreased from 100 to 82 and the number of the workmen employed from 11,968 to 9,366. The decrease has largely taken place in the Moradabad district, which reports only 2 factories (over 50 hands) employing 250 workmen as against 11 last year employing 1,271. The number of cotton mills which worked during the year under report was 14, as against 13 in 1910-11, employing 436,326 spindles, 4,303 looms and 13,430 employes as against 594,528 spindles, 3,782 looms and 12,005 employes in the previous year. Cotton.

351. Eleven sugar factories were reported as working this year—an increase of 7. Of these 3 manufactured sugar from the cane, using modern machinery; 4 produced refined sugar from *gur* and 4 were small concerns not employing mechanical power. The increase is partly due to the fact that two refineries which had been closed worked for part of the year owing to the relatively favourable prices of *gur* and sugar. Sugar.

352. The number of indigo factories rose slightly, from 23 to 32 employing 5,589 workmen as against 4,984. Indigo.

353. The number of lac factories employing more than 50 hands which worked during the year fell to 7 as against 112 (most of these worked during the year under report but on a very small scale) in the preceding year, the number of workmen falling from 13,633 to 1,195. This is apparently due to the very heavy fall in the price of the lac on the European market, to a price at which the collection of stick lac was barely profitable. There has been a slight recovery in prices lately. Lac.

354. The number of tanneries working on a large scale rose during the year to 7 employing 3,263 operatives as against 5 employing 2,977 workmen in 1910-11. Of these 5 use mechanical power. Tanneries.

355. The large decrease in the number of workmen employed in miscellaneous factories, viz. from 7,653 to 1,854, is entirely due to the practical discontinuance of two carpet factories in Mirzapur which last year employed 5,800 hands. There are also other factories, viz. 1 woollen Miscellaneous.

Weaving  
schools.

mills, 2 breweries, 9 iron and brass foundries, 6 flour mills, 2 oil mills, 10 printing presses, 3 dairies, 21 brick and tile factories, 1 glass factory, 1 soap factory and 1 paper mills.

356. Eight weaving schools were aided with Government grants during the year, aggregating Rs. 27,250. These schools trained 172 weavers and 23 hosiery students during the year. The Mianganj school did not work during the year, and the Almora school apparently fails to accomplish the object for which it was started and will probably be closed in the near future. The question as to whether the latter school could be successfully re-opened in a more suitable locality is under consideration.

Arrangements were made for the demonstration of improved hand looms and hosiery machines at the district exhibitions held at Etawah, Mainpuri and Rae Bareilly, and such demonstrations are being extended in the coming year.

Joint stock  
companies.  
General.

357. Nine joint stock companies were registered during the year under report, one being an Advertising Agency in Cawnpore.

358. The figures quoted in the preceding paragraphs refer only to factories of considerable size. During the year quite a number of small industrial concerns have started. The interest taken by the public in the application of mechanical power to familiar operations has been a feature of the year's work in both the Agricultural and Industries departments. This has been specially marked in the case of the application of oil-engines, of moderate size, to the lifting of water for irrigation purposes, to the preparation of *ata* and to cotton-ginning on a moderate scale. Although this is partly due to the rising price of labour it is also undoubtedly due in no small measure to the knowledge spread through the Allahabad exhibition where such unique facilities were afforded for the demonstration of the immediate application to existing conditions of these convenient sources of power. The lending library of technical books maintained at the office of the Director of Industries is steadily gaining in popularity; and this will probably become an important means of spreading knowledge on industrial matters.

#### 34.—Trade.

(For details see the annual reports on inland and foreign trade for 1911-12, and the accounts of trade carried by rail and river in India.)

Addition to  
railway  
system.

359. The following additions were made to the railway system during the year :—

(a) *Oudh and Rohilkhand Railway.*—The Gajraula-Chandpur branch, 21½ miles in length, was opened for public traffic from the 7th June 1911. The Phaphamau-Rae Bareilly and Dalman-Munshiganj sections, of a length respectively of 68½ and 15½ miles, were opened from the 2nd November 1911; and the Uncharhar-Unao section, 69 miles in length, from 1st February 1912.

(b) *Bengal and North-Western Railway.*—The Manjhighat Bridge section, 5½ miles in length, was opened for goods and for passenger traffic respectively from 4th and 7th February 1912.

(c) *Rohilkhand and Kumaun Railway.*—The Pilibhit-Shahjahanpur extension from Bisalpur to Carewganj (Shahjahanpur), 31½ miles long, was opened for public traffic from 13th January 1912.

Total  
rail-borne  
traffic.  
Imports.

360. The total rail-borne traffic increased by 18,630,000 maunds in weight and in value by 187 lakhs of rupees: the percentages of increase are respectively 17·6 and 3.

361. Imports rose by 888,841 maunds in weight and nearly 26 lakhs in value. The trade with Bengal rose by 49 lakhs of maunds to 33,806,283 maunds after a fall of 21 lakhs in 1910-11 from 31,012,548 maunds, owing chiefly to larger receipts of coal, coke, grains and unrefined sugar. Imports from the Central Provinces also rose by nearly 5 lakhs of maunds, to 1,895,579 maunds, chiefly railway plant and rolling stock. Imports from

elsewhere showed decreases which as regards Calcutta and Bombay occurred chiefly under sugar and railway plant and rolling stock; as regards the Punjab, grains with railway plant and rolling stock; and as regards Rajputana and Central India, raw cotton, coal and coke.

362. The export trade increased by 177 lakhs of maunds in weight and 161 lakhs of rupees in value to 66,488,077 maunds and Rs. 34,85,56,515 respectively. In the case of the Bombay presidency and the sea-ports the increase was chiefly under grains: in the case of the Punjab, under sugar, grains, fodder, mineral substances and wood: and in that of Rajputana and Central India under grains and mineral substances.

363. The imports into Cawnpore rose by 739,284 maunds owing to larger receipts of coal and coke, raw cotton, cotton goods and metals: the city's export trade increased by 1,372,128 maunds, chiefly under grains.

364. The total internal trade declined by nearly 15 lakhs of maunds, to 255½ lakhs. There was a decrease of 10 lakhs of maunds under railway plant and rolling stock, from 1,646,899 maunds and of 4 lakhs under mineral substances, to 2,010,883 maunds and of 2 lakhs each under raw cotton and wood to 409,381 and 3,957,420 maunds respectively. Cawnpore and south Oudh alone show increases under imports chiefly under grain. Gorakhpur shows increased exports chiefly under grain and unrefined sugar.

365. The river trade between the United Provinces and Calcutta amounted to 155,558 maunds of imports and 54,986 maunds of exports: both were slightly better than in the former year.

Exports.

Trade of  
Cawnpore.Internal  
rail-borne  
traffic.River-borne  
traffic.

#### FOREIGN TRADE.

366. The total volume of trade with Tibet increased during the year from 117,834 to 125,717 maunds. The imports rose by 4,060 maunds from 68,527 maunds: there was a slight further decline in borax of under 600 maunds from 29,197 maunds, but salt shows an increase of over 3,000 to 29,687 maunds and wool of over 1,500 to 12,285 maunds. The export trade rose by 3,823 maunds, from 49,307 to 53,130 maunds chiefly due to grain: minor increases are in sugar, cotton goods and tea.

Tibet.

367. The total volume of trade with Nepal shows a trivial increase of some 4,200 maunds to 2,544,489 maunds. The imports were practically stationary as regards weight, but increased in value by 17½ lakhs, from Rs. 1,24,89,248 owing to increases under the more costly articles, such as catechu, gums, spices and *ghi*, though a part of the increase under catechu is due only to a higher valuation. The import of timber remains at a low level, and there were decreases in the imports of drugs, raw fibre, hides and skins, all of which showed increases in the preceding year. The imports of animals rose greatly. Exports show a small increase of 2,691 maunds in weight and 1½ lakhs in value from 360,825 maunds in weight and Rs. 54,22,366 in value. The increase was chiefly in salt, unrefined sugar, cotton manufactured goods and metals.

Nepal.

#### 35.—Buildings and roads.

(For details see the annual administration report, Public Works department, Buildings and Roads branch, for the year ending 31st March 1912.)

368. The revenue realized during the year aggregated Rs. 4,15,273: of this all but a sum of Rs. 16,015 was under the heads provincial and local. The expenditure amounted to Rs. 1,03,21,659. The cost of imperial works was Rs. 3,41,233, of famine relief works Rs. 14,803, of provincial works Rs. 58,56,579, of local works, Rs. 27,62,486 and of contribution works Rs. 13,46,558.

Revenue and  
expenditure.

369. The Gurkha recruiting dépôt at Gorakhpur was completed. The treasure vaults in the fort at Allahabad were also finished. The new telegraph office at Cawnpore, and the new city post office at Benares are nearing completion; whilst a start was made with new post offices at Allahabad and Agra, and the postal administration offices at Lucknow. The final designs and specifications for the forest research

Imperial  
buildings.

Provincial  
and local  
buildings.

institute at Dehra Dun have been settled, and work will be commenced shortly: a site has been acquired in the Suraj Bagh estate at a cost of Rs. 32,687.

370. The new treasury and *hawalat* at Dehra Dun have been completed, and the work on the Superintendent's court is well in hand. A residence for the Collector of Pilibhit has been sanctioned at a cost of Rs. 28,629 and materials for building it have been collected; as also for the Commissioner's office at Jhansi, rendered necessary by the creation of a tenth Commissioner-ship. The estimated cost of this building is Rs. 55,500. The new Collector's Court at Jaunpur has been completed. The *zanana* palace in the Allahabad fort, and the stone facing of the Dhamek *stupa* at Sarnath have been restored, whilst steps have been taken towards the conservation of Mariam's tomb at Sikandra and Akbar's palace in the Agra fort. There have been many works connected with education; some of the principal are the new residences and quarters for the professional and other teaching staff at Thomason College, Rurki, and the new high school at Budaun, both of which are well advanced, the Basti high school, the science and manual instruction block of the Training College, and the new boarding house at the Muir Central College, both at Allahabad, and both completed, the laying out of the grounds and roads at the Agricultural College, and the commencement of work on the Technological Institute, both at Cawnpore. Industrial schools at Lucknow, Gorakhpur, Benares and Bareilly have also been completed. Of legal buildings, the new Judge's court at Benares is all but finished, good progress has been made with the judicial courts at Lucknow, and the foundation stone of the new High Court at Allahabad has been laid. The building of 25 police stations has been taken in hand. Of medical buildings, the nurses' quarters for the Dufferin hospitals at Agra have been begun; similar quarters have been commenced at the Civil Hospital at Allahabad, and the Hospital and Dispensary at Haldwani is all but completed. The new block of buildings for the Government Press at Allahabad, and the hospital and dispensary at Meerut are two other important works which have been finished. Of contribution works, the most important are the King George's Medical College and hospital at Lucknow, of which the college buildings have been completed, the Senate Hall at Allahabad now open, the Hewett Kshatriya high school at Benares, the Canning College buildings at Lucknow (now completed), the Arabic School at Lucknow, the Sanskrit library at Benares (now completed), and the Sanatorium at Bhowali in Naini Tal district.

Communica-  
tions.

371. One hundred and fifty-five miles of new metalled roads were constructed during the year, and the mileage of such roads maintained by the department rose to 6,767. The department also maintained 1,612 miles of unmetalled roads as against 2,040 in the previous year. Local authorities maintained 11 miles of metalled and 24,446 miles of unmetalled road. Important work in connection with the metalling of roads was undertaken, in the Mainpuri, Partabgarh, Unao, Jaunpur, Allahabad and Mirzapur districts, and bridges of importance were built in Kumaun; other important works are the masonry bridge over the Gumti, a weir to raise the level of that river, and the repairs to the Ghazi-ud-din Haidar canal, all at Lucknow.

Navigation  
works.

372. On the river Ganges navigation works were carried out in the Allahabad, Benares, Mirzapur, Ghazipur and Ballia districts. In Allahabad 15 miles of channel were maintained and demarcated: shallows were deepened by throwing out reefs and danger signals were fixed where required. In Benares, Mirzapur and Ghazipur, similar work was done: 218 miles of channel were surveyed and the channel was marked with buoys, flags and danger signals. In Ballia 82 miles of channel were similarly dealt with. On the Gogra in Azamgarh and Ballia districts, snags and other obstacles on the steamer route were removed.

Rurki work-  
shops.

373. The value of the work done by the Rurki workshops aggregated Rs. 3,25,829, of which Rs. 15,832 was the value of work done for private customers. More than half of this was accounted for by transfers between public works offices. The gross revenue of the year was Rs. 56,277: the charges amounted to Rs. 22,051 and the profit was Rs. 34,226.

374. Owing to the failure of various companies, to carry out proposed schemes for supplying electrical energy for light, power and traction in the various larger towns of the province, nothing has so far been done in this direction, save in one town. The Public Works department is preparing schemes for Lucknow and Allahabad for the municipal boards of those cities. Installations have been undertaken at the Taj and the Circuit house in Agra, the Canning College and King George's Medical College in Lucknow, and the Bacteriological Laboratory at Mukhtesar.

Electric light  
and power.

375. Nearly 2,000 miles of road avenue were maintained and 85 miles of new trees were planted during the year. More than 30,000 trees were put in. Receipts amounted to Rs. 25,263 and expenditure to Rs. 71,917.

Arboricultural  
operations.

376. Private individuals expended Rs. 1,47,363 on works of public utility, chiefly wells, *dharmshalas*, tanks, schools, boarding houses and hospitals.

Private  
works.

### 36. — Canals.

(For details see the annual administration report of the Public Works department, Irrigation branch, for the year ending 31st March 1912.)

377. The total capital outlay under all heads to the end of March 1912 amounted to Rs. 11,66,55,512: the capital expenditure of the year under report amounted to Rs. 21,69,382. Of this sum 9 lakhs was spent on protective works, 11½ lakhs on productive works and the remainder on minor works. The outlay on protective works was incurred chiefly on the construction of the Gangao dam on the Ken river to supplement the supply of the Ken canal; and on the Dhasan canal, Hamirpur; and the Ghoari canal, Mirzapur. The Pahuj-Garbhamau canal system was completed for the protection of the northern portion of the Jhansi district. The capital outlay under productive works was chiefly on account of the Hathras branch, Ganges canal. On the other major productive works the capital outlay was very small as no important works were undertaken.

Under minor works several works were completed on the Rohilkhand canals, having for their object the improvement of supplies for extension of rice irrigation.

Fair progress was made with the construction of the Sukhra canal. This is a small storage scheme for damming the Sukhra *nadi*. From the reservoir thus formed a small canal will take off for the irrigation of a precarious tract of the Mirzapur district. Work was commenced on the Kotra, Khamba and Kalyanpura tanks in the Banda and Jhansi districts.

The progress of the larger works under construction was retarded by inability to obtain enough labour.

378. Estimates have recently been sanctioned for the Majhgawan tank and canal, pargana Kulpahar, Hamirpur district; and for the Ghaggar canal for the irrigation of the central uplands of the Mirzapur district north of the Belan river. Estimates for the following works are under preparation:—

Works pro-  
posed.

- |  |           |
|--|-----------|
| (a) The Belan canal to irrigate the Khairagarh pargana, Allahabad district ...     | 15 lakhs. |
| (b) The Barwar lake scheme, pargana Garotha, Jhansi ...                            | 4½ "      |
| (c) The Gorai canal for irrigation of the Bhuli and Bhagwat parganas, Mirzapur ... | 6 "       |

The project for the proposed Ramganga canal is held in abeyance pending investigation of possible storage sites in the Patli Dun, and pending also the orders of the Government of India on the great Sarda-Ganges-Jumna feeder project which provides for irrigation of the districts affected by the Ramganga scheme. The project for permanent masonry head works for the Upper Ganges canal was revised in accordance with the suggestion of the Inspector-General of Irrigation; and the revised estimate was submitted to the Government of India and has received the sanction of His Majesty's Secretary of State for India. Collection of material for the head works at Bhimgoda was started. The final estimates for the Sarda-Ganges-Jumna feeder project were completed and submitted to the Government of India, and is under the consideration of the Imperial Government.

Surveys.

379. A considerable amount of useful survey work was done for new reservoirs, tanks and canals schemes in the Jhansi, Banda and Hamirpur districts. Surveys were completed for the Gursarai canal project, Jhansi district, and for the Paisuni and Ohan canals, Banda district. The needs of the province for famine protective irrigation schemes have been carefully investigated. Between the years 1906-7 and the 31st March 1912, a sum of 3 lakhs has been spent by the Irrigation branch in reconnaissance of and preparation of schemes to alleviate drought, and it is estimated that at least another lakh will be required to complete the programme for the whole provinces, and that it will take another three years.

Financial re-  
sults.

380. The gross receipts from all classes of works amounted to Rs. 1,04,71,653. The total working expenses amounted to Rs. 39,07,938. Thus the net revenue amounts to Rs. 65,63,715. The net profit from major productive and minor works after paying interest charges amounted to Rs. 25,16,780; and the net credit to the revenue of the provinces after meeting the capital outlay on minor works, the expenditure on agricultural works and the indirect charges for major productive works was Rs. 20,16,982.

Assessments.

381. The assessments of the year both direct and indirect amounted to Rs. 1,00,21,451 or Rs. 3,20,258 more than that of last year. This increase was due to the large area irrigated in the kharif.

Mileage of  
channels.

382. The total length of canals in operation at the end of the year was 15,259 miles, an increase of 176 miles over the previous year :—

Main canals and branches	...	...	1,809
Distributaries	...	...	9,485
Drainage cuts	...	...	3,628
Navigation, escape and mill channels	...	...	337
Total	...	...	15,259

37.—Irrigation.

Irrigated  
area.

383. The irrigated area was 2,441,751 acres. This is 172,540 acres more than that of last year but is 80,341 acres less than the average of the previous triennium. Both seasons of the year were quite abnormal. The kharif was very dry and the demand for canal water was intense. The kharif area irrigated was therefore a record one and has only twice been exceeded during the last 20 years, viz. in the drought years 1905-6 and 1907-8. The supplies during kharif in spite of the strong demand were generally sufficient. The monsoon rainfall was below the average and was concentrated in August with heavy down-pours in the last few days of September. This late heavy rain with frequent showers in October enabled the cultivators to sow a very large area of rabi crops without the aid of canal irrigation; and subsequent timely and well distributed rainfall throughout the winter months kept the demand very low, and rendered artificial irrigation hardly necessary. The area of rabi crops irrigated from the canals was therefore one of the smallest on record.

Crops irriga-  
ted.

384. The estimated value of crops raised by canal irrigation was slightly more than 12 crores of rupees. The principal crops irrigated are :—  
Sugarcane, 326,872 acres; rice, 154,836 acres; millets, 250,387 acres; cotton, 384,114 acres; wheat, 546,265 acres; food grains, 363,184 acres.

## CHAPTER V.—REVENUE AND FINANCE.

### IMPERIAL REVENUE AND FINANCE.

#### 38.—Gross revenue.

[For details see the accounts for the year 1911-12 and the table under the head "Finance and Revenue," part 4 (a) and (b), Statistics of British India.]

385. The imperial share of the gross revenue realized amounted to Rs. 5,06,27,444 as compared with Rs. 5,16,38,611 in the previous year.

#### 39.—Land revenue.

386. The gross land revenue realized during the year amounted to Rs. 6,44,23,192, of which the imperial share was Rs. 3,89,63,706.

#### 40.—Canal revenue.

387. The gross direct revenue accruing from canals during the year totalled Rs. 87,21,427, of which the imperial share was Rs. 3,13,702.

#### 41.—Excise.

[For details see the annual report on the administration of Excise for the year ending 31st March 1912, and the tables under the head "Finance and Revenue," part 4 (b), Statistics of British India.]

388. The real receipts from excise rose during the year from 101·13 lakhs in 1910-11 to 110·80 lakhs, an increase of 9·5 per cent. The increase, which has been continuous since 1909-10, is due to favourable seasons and prosperity and is an index of the fact that the consuming classes have again obtained the means for indulgence.

Receipts.

389. Of the gross demand for the year, 112·02 lakhs, 111·32 lakhs or 99·4 per cent. was collected. The one arrear of importance was a sum of Rs. 34,721 due from a defaulting drugs contractor of Bareilly who is living in Rampur State. The only other large item is one of Rs. 7,113 in Dehra Dun which is covered by a bond.

Collections.

390. The total receipts from country spirit rose from 65·41 lakhs to 73·70 lakhs, an increase of 12·7 per cent. The incidence of total revenue per L. P. gallon in distillery areas fell from Rs. 4-11-8 to Rs. 4-11-3. Licence fees rose from 19·33 lakhs to 24·06 lakhs, an increase of 24·4 per cent. This was due partly to the extension of the distillery system to Jhansi, Jalaun and Hamirpur, but chiefly to the excellent prospects at the time of the settlements. In the new areas mentioned above the settlements were better than was expected. In Banda there was a rise of over 53 per cent.; consumption rose from 1,329,200 to 1,456,200 L. P. gallons, an increase of 9·6 per cent.; the increase is due to low prices, a demand for labour and bumper crops, which enabled the consuming classes to spend more on luxuries. The year was also auspicious for Hindu marriages: it may however be mentioned that the number of marriages amongst the low classes depends not alone on astronomical conditions, but very largely on the state of their funds, so that good crops and many marriages usually coincide. The rate of still head duty was enhanced in 4 towns with effect from 1st April 1911 and in 11 districts with effect from 1st April 1912.

Country spirit.

There is very little demand for the 50° U. P. spirit, save in certain tracts, though the demand has risen to 3,11,109 gallons as against 164,245. Of this, however, 158,793 gallons was consumed in Bundelkhand, due no doubt to the fact that the price of it was nearer to that of the old outstill liquor to which the consumers were accustomed.

391. The contract system worked well and the initial difficulties attending its introduction have now been overcome. An adequate supply

Contract supply system.



The question of extending the system to other districts was examined; the chief difficulty lies in the possible extermination of the native distiller, who has not the means, ability or enterprise to work an up-to-date distillery. The system proved a success in Bundelkhand where it was newly introduced; but as a consequence the question of the outstills in native states was raised in an acute form. The matter has been fully considered and while some considerable states are abolishing their outstills, in others outstills near the border are being replaced by shops getting their supplies from our bonded warehouses. Financially the non-contract districts still show better results than the contract, but this fact is counterbalanced by the better control and better quality of spirit that results.

**Outstill area.** 392. The revenue from outstills fell by Rs. 60,957 or 33·7 per cent. Excluding the tracts which were brought under the distillery system at the beginning of the year, the revenue shows an increase of 16·5 per cent.

**Hemp drugs.** 393. Licence fees for the vend of hemp drugs were much less influenced by the general prosperity than those of liquor, because the farms are for 3 years instead of one. The farms of 16 districts expired; whilst in 9 districts and parts of 5 others the contracts were thrown up owing to the raising of certain rates of duty. In spite of this, the farms usually fetched an increased price. Out of the 16 districts mentioned above, a *tahsilwar* settlement was made in 11 and a shop-to-shop settlement in one district. The consumption of charas rose by 7 per cent. and of ganja by 32·8 per cent.; the small increase in charas is due to the high wholesale prices at Hoshiarpur. The number of shops selling hemp drugs was reduced by 44.

**Opium.** 394. Licence fees for the vend of opium rose by 11·3 per cent. Consumption remained practically stationary; the increase due to general prosperity was counterbalanced by the decrease due to the measures taken to check smuggling. In Benares the year witnessed a contest between the authorities and smugglers, which by means of restricting the issues of all shops, ended in a victory for the former and a small decrease in issues. The measures taken against opium smuggling were strenuous and effective: the chief were excluding suspected persons from settlements, watching issues and restricting them where necessary and, of course, direct preventive action.

**Tari and sendhi (sap of palmyra and date palms). Prosecutions.** 395. Receipts from tari and sendhi increased by 13·8 per cent. chiefly owing to good seasons. The total receipts were Rs. 2,85,927 as against Rs. 2,51,135 in 1910-11.

396. The total number of cases rose from 1,165 to 1,550. Of these, 556 were for illicit distillation, and 438 came from the two districts of Fatehpur and Allahabad; this is a common offence in a good mahua year. There were 81 cases of cocaine smuggling or vend, of which 22 were in Benares and 30 in Saharanpur. Thirty-seven ounces of cocaine were recovered in one case in Saharanpur, and 20 ounces in a case in Benares. It is not possible to cope with this illicit traffic so long as the drug is brought in wholesale at the seaports. The vice is facilitated by the lower ranks of the medical profession, some of whom commonly prescribe "cocaine and water" in regular doses. The physical effects of the vice have been shown to be worse than in any other known form of intoxication. The number of opium cases declined from 353 to 295, and there were 52 cases against keepers of chandu dens. Rupees 16,354 was paid as rewards, or Rs. 2,800 more than in the preceding year.

**General.** 397. There is little scope for the local committees appointed to advise on the number and location of shops, but they serve a useful purpose in enabling a member desirous of taking an interest in the subject to do so. The convictions for drunkenness rose from 1,508 to 1,757, partly due to increased consumption, partly to increased activity. Of these, 208 only occurred in rural areas: the greatest proportion of cases to 10,000 of population was 14 in Benares, 10 in Lucknow and 9 in Agra. In Cawnpore it was as low as 1 per 10,000.

**42.—Stamps.**

[For details see the annual report on the Stamp returns for the year ending 31st March 1912, and the tables under the heads "Stamps," part 4 (b), *Statistics of British India*.]

398. The gross receipts amounted to over 110 lakhs of rupees, or 10 lakhs less than in the record year 1910-11. The decrease was due to the smaller number of mortgage suits after the great number instituted in the preceding year, which affected the sale of court fee stamps. Receipts and charges.

399. The value of judicial stamps sold shows a decrease of 10½ lakhs and amounted to Rs. 85,87,318. The whole of the decrease was under court fees stamps: there was a slight increase under copy stamps. This decrease is practically general, though the institution of a few big suits kept the figures up in Fyzabad and Kumaun divisions. Judicial stamps.

400. Non-judicial stamps were sold to a value of Rs. 24,57,363 exceeding that of 1910-11 by Rs. 44,069, chiefly in the Meerut division, due to the brisk business caused by the Darbar, in Etah, due to an increase in the number of weddings, in Banda, due to a renewal of time-barred mortgage deeds and in Benares, due to a large purchase of stamps by the ruler of the Benares State. Non-Judicial stamps.

**43.—Assessed Taxes.**

[For details see the annual Income-tax returns of the province for the year ending 31st March 1912, and the tables under the head "Income-tax," part 4 (b), *Statistics of British India*.]

401. The income-tax is the only-assessed tax in this province. The net collections amounted to Rs. 24,07,082 as against Rs. 23,14,568 in 1910-11. The total final demand for the year was Rs. 19,84,179, of which Rs. 19,78,749 was collected.

The number of appeals and objections stood at 8,849 or only 15 more than in the preceding year. The number that were wholly unsuccessful fell from 70·17 per cent. to 67·6 per cent. Writs of demand increased slightly from 1,488 to 1,649, but other coercive processes fell from 6,544 to 6,147.

**44.—Any other taxes levied for imperial purposes.**

402. Customs yielded Rs. 1,61,371 to the imperial exchequer as compared with Rs. 1,57,805 in the previous year, and consist solely of the excise duty on cotton manufactures.

**45.—Forests.**

403. The revenue from forests is no longer shared between the imperial and provincial exchequers, but is now entirely credited to the latter. The amount realized was Rs. 30,16,160 in 1911-12.

**46.—Provincial revenues.**

(For details see the Government resolution on the provincial revenues of 1911-12.)

404. During the year a change of considerable importance took place in the financial settlement with the Government of India. To meet the situation caused by the regular growth of provincial charges on the one hand, and the fact that the imperial fixed assignments do not grow on the other, the Government of India decided to replace its fixed subsidies by a larger share of growing revenues; and in consequence since the beginning of this year forest revenue, and expenditure have become wholly provincial instead of being shared with imperial; whilst three-fourths of the excise revenue and expenditure has become provincial instead of half as formerly. There have been other minor changes of a similar nature, and the net result is that the Financial position.

contribution to provincial of 2,12, into a provincial contribution to imperial of 15,88. The settlement guarantees of 240 lakhs to provincial under divisible land revenue and of 55½ lakhs under irrigation major works are not however affected, whilst the usual contribution under the famine insurance scheme and such other contributions as may become necessary from time to time will also be received. In other respects however the settlement has become permanent, until and unless the fixed assignment from imperial to provincial again becomes unduly high, and hampers the expansion of provincial revenue to meet the legitimate and necessary growth of provincial expenditure, when a similar remedy to that detailed above will once more take place.

There have been some changes in the classification of the provincial accounts of which the most important are (1), the transfer of the charges on account of the Provincial works section of the accounts office to the head "18—General administration" consequent on the amalgamation of the Civil and Public Works Account offices; (2), the debit of the cost of typewriters to the contingent grant of the purchasing officer, instead of the head "30—Stationery and printing," and (3) the transfer of the debit on account of the pay of sweepers from "establishment" to "contingencies."

The general results of the year's transactions are as shown below. (Figures indicative of money when written without the symbol "Rs." refer to thousands of rupees):—

		1910-11.	1911-12.	Difference.
Opening balance	...	50,55	86,90	+ 86,85
Receipts	...	5,98,79	6,02,99	+ 4,20
Charges	...	5,62,32	6,01,54	+ 39,22
Closing balance	...	87,02	88,35	+ 1,83

Generally speaking the actuals were more favourable than the anticipations at budget time; provincial income was higher than the budget by 28,86. The closing balance of 1910-11 and the opening balance of 1911-12 were inflated by the large special grants made by the Government of India at the end of the year for education and sanitation: whilst the closing balance of 1911-12 includes grants of 8,00, and 1,00, earmarked for expenditure on sanitation and agriculture in 1912-13, and the unutilized balance (7,61) of the grants of 1910-11 already referred to.

#### Receipts.

405. Under assignments there was a decrease of 35,77, of which 26,41 is accounted for by the exclusion of the special non-recurring contributions for education and sanitation already mentioned. The alteration in the terms of the provincial settlement resulted in a loss of 24,46 to provincial under assignments (9,08+15,38 fixed adjusting entry in favour of imperial). There were other smaller losses, tank construction and restoration in Bundelkhand (—99) and irrigation (—38), with certain omissions in this year's account, making up a total of 3,32. The new assignments received aggregated 18,42 and included 3,58 for the relief of municipalities and Act XX towns from police charges, 8,00 for expenditure on urban sanitation, 5,31 to meet the Darbar concession paid to Government servants, and 1,09 for agriculture and allied objects. Of the other variations under receipts the following may be mentioned:—

	Increase.	Decrease.
Land revenue	...	5,52
Stamps	...	5,30
Interest	...	2,42
Major irrigation works	...	75
Excise	32,09	...
Forest	18,27	...
Education	58	...
Miscellaneous	1,74	...

The decrease under revenue is accounted for by a smaller arrear demand, the late arrival of the monsoon, and the exclusion of the Family Domains of the Maharaja of Benares now part of the Benares State. The decrease under stamps follows from the inflated receipts of 1910-11; under interest, to smaller outstandings in the provincial loan account.

irrigation to the favourable season. Prosperous times and the extension of the distillery system to Bundelkhand account for so much of the excise increase as is not due to the increase in the share credited to provincial revenues; and the real increase under "Forests" is due to the disposal of a large number of trees killed by the drought of 1908, and to a greater demand for turpentine, rosin, timber and bamboos. The increase under "Education" is due to the rise in fee receipts following on the provincialization of district schools, and that under "Miscellaneous" to higher net receipts under the head of lapsed deposits.

406. The principal variations in the expenditure of the year are set out in the following table:—

	Increase.	Decrease.
Land revenue	2,51	...
Excise	1,14	...
Forests	7,45	...
General administration	1,43	...
Courts of law	2,19	...
Police	7,11	...
Education	9,91	...
Medical	12,14	...
Scientific and minor departments	1,40	...
Superannuation	86	...
Jails	...	1,00
Miscellaneous	...	4,09
Major irrigation works	...	95
Minor	...	1,14

Under "Land revenue," the Royal bonus payments, and higher survey and settlement charges account for the increase. Under Excise the increase is due chiefly to the revision of the provincial share, and the rest, to increased expenditure on establishment caused by the extension of the contract distillery system to Bundelkhand and Kumaun. Under Forests, apart from the increase consequent on the revision of the provincial settlement, the higher expenditure is due to special payments for certain lands taken up by Government, to settlement charges and to a larger outlay on communications, buildings, fuel and turpentine operations, and to the revision of the Provincial Forest service. Under General Administration, apart from expenditure on officers on special duty in the secretariat, and on the visit of His Majesty the King-Emperor, both abnormal variations, there is an increase due to the creation of the new Jhansi commissionership. Extra courts and Royal bonus payments account for the increase under "Courts of Law:" whilst Royal bonus payments, the relief of Act XX towns from police charges, and police reforms make up most of the extra expenditure under police, though there were also increases under arms and accoutrements, and the Criminal Investigation department, counter-balanced however by a saving on account of village police charges transferred to the Benares State. The large educational increase is made up of special imperial grants out of the non-recurrent assignment of 12,91 to the university for buildings, in aid of private institutions, district boards and for the purchase of apparatus, &c., in Government colleges and schools; and of a complete year's expenditure, on the district schools provincialized in 1910-11. Under Medical, grants of various kinds for sanitation, plague charges, grants to the Dufferin Fund, and the expenditure for the first time incurred on the King George's Medical College account for the increase. Expenditure on experimental farms, on the purchase of serum for the Civil Veterinary department, the Agra city park, and the sugar demonstration at the Exhibition account for the increase under "scientific and minor;" and the large number of new pensions sanctioned during the year, especially in the Police and Opium departments, for that under superannuation. Of the decreases, that under Jails is due to a smaller jail population largely caused by the Darbar releases; that under Miscellaneous is illusory, and due to the presence of an unusual item of 4,75 in the accounts of 1910-11. Under major and minor irrigation works, the decrease was due to smaller outlays on various canals and surveys.

407. Actual receipts and charges show the following variations from the budget estimates of the year :—

Provincial budget.		Budget.	Actuals.	Difference.
	Opening balance ... ..	85,34	86,90	+ 1,56
	Receipts ... ..	5,74,13	6,02,99	+ 28,86
	Charges ... ..	6,09,73	6,01,54	— 8,19
	Closing balance ... ..	49,74	88,35	+ 38,61

The budget in fact estimated an excess of charges over receipts of 35,60, whilst there was an actual excess of receipts over charges of 1,45. The main variations in receipts occurred under assignments, whilst Stamps, Excise, Forest, Interest and Miscellaneous were all better than the budget estimate; and the Government of India's grants of 9 lakhs also swelled the receipts. Under court stamps the decrease from the abnormal receipts of 1910-11 (caused by the large number of mortgage suits instituted in consequence of a ruling of the Privy Council on the subject of the period of limitation) was overestimated. On the expenditure side the variations are more numerous. The more prominent are increases of 86 under Land revenue, 50 under General Administration, 104 under Miscellaneous, and 251 under Civil works; these were due in the first case to the Royal bonus payments, and in the second to underestimates of the cost of the Royal visit, of purchase of tents and of salaries of officers on special duty. Under Miscellaneous the excess was due to unexpected remissions of *tagavi*. The Civil works budget was exceeded chiefly under communications and cost of establishments. The expenditure fell below the original allotments under the heads of Jails, Police, Education, Scientific and Minor departments, and working expenses of Major irrigation works. The accounts closed with a balance of 88,35 or 38,61 over the budget figure and 68,35 over the prescribed minimum of 20 lakhs.

#### 47.—Local revenues.

(For details see the accounts of the excluded local funds and the review of the local and district boards for the year ending 31st March 1912.)

408. The opening balance of excluded local funds was Rs. 33,39,254. Receipts totalled over 111 lakhs of rupees, and expenditure amounted to over 108½ lakhs, leaving a closing balance of Rs. 36,05,533. The finances of the district boards are dealt with elsewhere in this report. The principal subheads are as usual the district, cantonment, town and bazar police, and education funds. The income of town funds aggregated 6½ lakhs of rupees and the expenditure 4,82 lakhs, leaving a balance of over 1½ lakhs. The Canning College funds showed an income of something under 2 lakhs and an expenditure of 1,83 lakhs; the balance decreased from Rs. 40,000 to Rs. 14,000.

#### 48.—Municipal funds.

(For details see the review of municipal administration for the year ending the 31st March 1912.)

409. The opening balance of municipal funds was Rs. 27,95,837 or Rs. 18,239 less than the closing balance of the previous year: the discrepancy is due to adjustments in the accounts subsequently made. The receipts amounted to Rs. 97,28,856, and the expenditure to Rs. 90,61,463; the latter shows an increase of over 2 lakhs over the figure of the former year. The closing balance was Rs. 34,63,230.

## CHAPTER VI.—VITAL STATISTICS AND MEDICAL SERVICES.

### 49.—Details of census.

(See under Chapter I.—Details of last census.)

### 50.—Births and deaths.

(For details see the annual report of the Sanitary Commissioner for the year 1911 and the tables under "Vital Statistics," part V, Statistics of British India.)

410. The total number of births recorded in the year under report and the birth rate per mille of the population were 2,053,324 and 43·84 as against 1,955,424 and 41·00 respectively in 1910. It should be noted that these populations were worked out on the smaller figure of the new census which not only shows a loss, but is also smaller by the population of the Benares State: the birth rate of 1910 on the new population is 41·8. The lowest birth rate was in June and the highest in October; the curve however though normal in its general direction did not show the usual marked fall in the hot weather and rise in the late autumn, which is due to the exceptional mildness of malaria in the autumn of 1910. The proportion of male to female births was 108·44 to 100, or practically the same as in the preceding year. The birth rate was in excess of the death rate in only 20 districts out of 48; 23 districts recorded birth rates above the provincial rate. Jhansi stands first with the high rate of 57·51, and Hamirpur follows with 53·54. Dehra Dun (25·44) and Naini Tal (30·13) showed very low rates. The total number of births in the municipal area was 118,249, practically the same as in 1910: the rate is 39·98 per mille. Mau Ranipur (birth rate 86·10) stands first. Tilhar (Shahjahanpur) was second. Mussooree (Dehra Dun) and Naini Tal had very low figures as usual; but the population in these towns is a floating one. The birth rate exceeded the death rate in 21 municipalities out of 87:

Births.

411. During the year 2,105,292 deaths were recorded against 1,844,178 in 1910, giving a death rate of 44·95 as against 38·67 per mille. This very high rate is due chiefly to the prevalence of plague and cholera. The deaths exceeded the births by 51,968 or 1·11 per 1,000. Twenty-eight districts recorded death rates in excess of the birth rates, as against 16 in 1910. The excess was greatest in Muzaffarnagar (19·12), Bara Banki (16·14), Meerut (14·79), Jaunpur (14·55), Farrukhabad (12·33), Naini Tal (11·62) and Lucknow (11·39). In none of these districts save Naini Tal was the birth rate low. Plague, combined with cholera in Bara Banki, Jaunpur and Lucknow, and also with fever in Farrukhabad, accounted for these figures. Mortality was lower in every other province than in the United Provinces. In the municipal area 164,813 deaths were recorded as against 123,638 in 1910, equivalent to death rates of 55·72 and 39·99 respectively, and the birth rate was exceeded by 15·74 as against 1·55 in 1910. Sixty-five municipalities out of 87 returned death rates in excess of birth rates: the excess was most marked in Kandhla (Muzaffarnagar 74·44), Jaunpur (50·55) and Bela (46·51). The infant mortality was 246·1 per mille, a figure considerably higher than in 1910 (227·3), but slightly under the decennial average of 1901—1910; the increase is not large considering the general unhealthiness of the year, though it is obvious enough that the wastage of child life is still enormous.

Deaths.

412. The Deputy Sanitary Commissioners tested 1,831 entries of birth and death as compared with 1,192 in 1910, a low figure due to the fact that both these officers were much in Allahabad during the year. The number of omissions discovered was 10 as against 68 in 1910. The local authorities tested 301,111 births and 275,550 deaths and entries as against 273,668 and 226,421 in 1910 respectively; the percentage of omissions discovered in both categories was fractionally higher than in that year.

Registration  
of vital  
statistics.

	100,538, whilst the percentage of omissions found was as usual under 1 and rather smaller than in 1910.
Cholera.	413. During the year 117,689 deaths were recorded from cholera, as compared with 102,462 in 1910: the death rates per 1,000 were 2·51 and 2·15 respectively. The decrease was found in nearly all divisions, but at different times of the year. The highest mortality was recorded in July (52,081). Of districts Bara Banki showed the highest mortality (14·74 per 1,000): among municipalities Farrukhabad-Fatehgarh with a death rate of 9·92 was first.
Small-pox.	414. From small-pox 1,479 deaths were recorded, or ·03 per mille as against 8·73 deaths (·02 per mille) in 1910. The highest mortality occurred in May and the lowest in October. Aligarh with a death rate of ·24 per 1,000 suffered worst from the disease. Only 6 towns returned more than 10 deaths from small-pox, of which Hathras (Aligarh) claimed 111.
Plague.	415. The total of plague deaths in 1911 was 332,301, a mortality which has only once been exceeded (1905): the death rate was 7·09 per mille. A chief plague officer and four I.M.S. plague officers were on duty from 1st June 1911: 52 travelling dispensaries commenced operations from the same date. The epidemic reached its maximum in March and its minimum in August. No district escaped scot-free, but in 6 there were less than 100 deaths (Almora and Garhwal in Kumaun, and the 4 districts of the Jhansi division). Muzaffarnagar had the enormous death rate of 31·54 and Meerut was next with 24·47: Ballia (17·31), Ghazipur (16·52), Janupur (15·88), Azamgarh. (16·47), Bulandshahr (14·44) and Budaun (11·37) also suffered severely. Of the towns, Shikarpur (143·90), Jahangirabad (70·51), both in Bulandshahr, Mirzapur—Bindhachal (52·85), Jaunpur (48·14) and Gaura Barhaj in Gorakhpur (46·28) showed the highest figures. The number of persons inoculated against plague was 83,505 as against 74,414 in 1910, Ballia with 10,322 and Budaun with 9,775 showing the highest figures. The urban plague death rate was 12·00 per 1,000 and the rural 6·75, as against 3·76 and 3·28 respectively in 1910.
Fever.	416. The mortality from fever in 1911 showed a slight increase from the figures of 1910: the deaths numbered 1,308,498 as against 1,291,006; the death rate per mille was 27·94 as against 27·07. The highest mortality was in May. Of districts, Farrukhabad (40·21) suffered most severely: then came Pilibhit, Bareilly, Bulandshahr, Naini Tal, Moradabad, Shahjahanpur and Jalaun, all with a mortality of over 34 per 1,000. Of towns Deoband (Saharanpur) and Mau Ranipur (Jhansi) stand highest, with death rates of 46·20 and 42·39. The mortality rates from fever were 25·40 and 28·12 per mille in the urban and rural areas respectively, as against 23·01 and 27·38 in 1910. The inquiry into malaria in these provinces was continued during the year: a survey of Meerut was made. Experiments were carried out in the prophylactic issue of quinine to school children, and figures and maps prepared regarding the distribution of malaria. Eighteen thousand three hundred and forty-six one-rupee packots of quinine were sold as against 27,046 in 1910, a decrease due to the fact that the year as regards malaria was exceptionally mild.
Other diseases	417. There were 24,135 deaths from dysentery and diarrhoea; Garhwal and Almora as usual heading the list. Respiratory diseases numbered 24,654, an increase of 3,000 over the figures of 1910.
Injuries.	418. The number of deaths from injuries was 24,340, or practically the same as in 1910 (24,646). There were 2,707 suicides, 4 less than in 1910.
All other causes.	419. The total number of deaths from "all other causes" was 272,196 as compared with 227,528 in 1910: of this increase 13,492 were due to an increase in measles.

#### 51.—Emigration and immigration.

(For details see the annual report for 1911 on the working in the United Provinces of the Assam Labour and Emigration Act of 1901; the annual report of emigrants sailing from the port of Calcutta to British and Foreign Colonies for 1911, and the tables under the head "Emigration," part V, Statistics of British India.)

Foreign Emigration. 420. On the 1st April 1911 the Governor General in Council issued orders, under section 5 of the Indian Emigration Act, 1908, as amended by

the Act of 1910, prohibiting emigration to the colony of Natal from the 1st July.

Out of the 12,716 emigrants registered at the Port of Calcutta in the year 1911 for the colonies of Trinidad, Fiji, Natal, Demerara, Jamaica and Surinam, 9,187 or 72·24 per cent. were recruited in this province. The districts which supplied the largest numbers were Cawnpore (1,300), Gonda (1,275), Fyzabad (1,076), Lucknow (1,029) and Basti (937). The number of emigrants born in the United Provinces, wherever recruited, was 10,444 or 82·18 per cent. of the total, of whom Basti (1,646) and Gonda (1,265) had the highest figures. The number of emigrants recruited in 1911 was 10,548.

421. Recruiting operations under chapter IV of the Assam Labour and Emigration Act of 1901 were carried on during the year in 8 districts, viz. Ghazipur, Fyzabad, Bahraich, Basti, Azamgarh, Allahabad, Gonda and Partabgarh. The number of labourers recruited (or rather reported as recruited, for the agents do not all send reports) was only 395 as against 843 in 1909-10; this great decrease was due to the severity of plague and to the general prosperity. Under chapter IV of the Act recruitment went on in Basti, Fyzabad and Gonda alone: 697 coolies were recruited or about the same figure as in the previous year. Under section 90 of the Act certificates were granted to garden sardars in Azamgarh, Fatehpur and Ghazipur, but either no reports were sent or no labourers recruited. In Ghazipur 916 coolies were engaged for unregulated districts. The condition of the depôts was satisfactory.

422. There are no statistics of immigration.

Inland  
emigration.

Immigration.

### 52.—Medical relief.

(For details see the annual report on the administration of civil hospitals for 1911, and the tables under the head "Hospitals," part V, Statistics of British India.)

423. The number of dispensaries decreased from 554 to 551; exclusive of the 52 travelling dispensaries opened in June. Seven dispensaries were opened and 10 are shown as closed, of which two were transferred to the Benares State. The number of patients treated at the various public or private dispensaries and hospitals amounted to 4,300,504 against 4,543,836 in 1910, a decrease due to the healthiness of the year, especially as regards the mildness of malaria. The ratio of deaths per cent. of cases treated was fractionally higher than in 1910. The number of surgical operations performed was 199,704 against 196,526 in the previous year.

424. The number of visits paid by lady doctors and female sub-assistant surgeons amounted to 6,297, an increase of 221. The midwifery cases increased by 287.

425. The total income of the hospitals and dispensaries in 1911 was Rs. 19,67,089 as compared with Rs. 16,56,820 in 1910. The expenditure was Rs. 16,46,629 as against Rs. 13,26,605, leaving a closing balance of Rs. 3,20,410. The local fund contributions rose from Rs. 6,99,144 to Rs. 7,10,696 and the municipal contributions decreased from Rs. 1,08,632 to Rs. 93,613. The expenditure on buildings was over 2½ lakhs: the amount of invested capital was Rs. 16,10,761 at the end of the year.

426. The most important features of the year were the opening of King George's Medical College at Lucknow, and of the new Ludovic Porter district Hospital at Meerut, and the introduction of travelling dispensaries. The hospitals at Aligarh and Bareilly also have been reconstructed.

### 53.—Sanitation.

(For details see the annual report of the Sanitary Commissioner for 1911 and of the Sanitary Engineer for the year ending 31st March 1912, and the tables under the head "Area, Population and Public health," part V, Statistics of British India.)

427. Good progress was made with sanitary improvements during the year: nearly seven and a half lakhs was spent by municipalities on sanitary works. The bulk of this (5½ lakhs) was spent on drainage works, but Rs. 85,000 was spent on the Lucknow water supply. The water works stations worked on the whole satisfactorily: there was one breakdown

Dispensaries.

Lady doctors.

Financial.

General.

Municipalities.



at Mussooree and another at Allahabad, both temporary. In most of the older installations the demand is now in excess of the supply and many of them are being extended. The demand for water varied as usual with different towns : Cawnpore and Benares consumed 22 and 21 gallons per head of population, whilst Naini Tal was content with six gallons. The municipalities spent about 39 per cent. of their income on conservancy, water supply and drainage. In Lucknow about 5½ lakhs was spent on such purposes : other large sums were Rs. 68,000 at Benares, Rs. 45,000 at Meerut, 1½ lakhs at Moradabad, half a lakh at Budaun and half a lakh at Mirzapur.

**Fairs.** 428. All the fairs of the year passed off without serious epidemics. There were a couple of deaths from cholera at the Magh Mela at Allahabad, four cases of plague at the Dikhauti fair at Hardwar, six cases of cholera and one of plague at the Dadri fair at Ballia, whilst at the minor fairs there was a similar very small number of cases. The Jhula fair at Ajodhya had to be prohibited owing to the prevalence of cholera in Fyzabad and the adjoining districts. The large fairs were as usual attended by the Sanitary Commissioner or a Deputy Sanitary Commissioner, or both.

**Sanitary Board.** 429. Five meetings of the Sanitary Board were held during the year. A grant of 5 lakhs was made by the Government for disposal by the Board and a special grant of 10½ lakhs by the Government of India.

#### 54. — Vaccination.

*(For details see the annual report on vaccination for 1911-12 and the tables under the head "Vaccination," part V, Statistics of British India.)*

**Establishment and charges.** 430. There are now 49 assistant superintendents and 927 vaccinators as against 50 and 933 respectively in 1910-11. The decrease is due to the creation of the Benares State. The expenditure on vaccination amounted to Rs. 1,81,792 as against Rs. 1,68,697 in the former year.

**Vaccinations.** 431. The total number of vaccinations was 1,484,653, an increase of some 79,000. As far as results could be obtained the percentage of successful vaccinations was 97·5 per cent. for primary vaccinations and 78·13 for re-vaccinations. The average cost of each successful vaccination was one anna seven pies or five pies less than in the previous year.

**Lymph.** 432. Only 193,356 tubes of lymph were issued from the Patwa Dangar dépôt against 358,939 in the former year : but 41,460 grammes were issued in bulk as against 9,392. The decrease and increase are due to the introduction of the cheaper method of supplying lymph in metal collapsible tubes. The price of lymph issued in bulk has decreased from Rs. 3 to Rs. 2 per drachm. In spite of this the receipts have increased to Rs. 18,780 from Rs. 14,211 and there was a profit of Rs. 5,750.

## CHAPTER VII.—INSTRUCTION.

### *55.—General system of public instruction.*

433. The head of the education department is the Director of Public Instruction, who is assisted by an assistant director of public instruction: Constitution of the department. Immediately under him are, for boys' schools, the inspectors and assistant inspectors; for industrial and technical schools, the Director of Industries in his capacity of inspector of industrial institutions; and for girls' schools, the chief inspectress and seven inspectresses. There are at present nine inspectors of schools, nine assistant inspectors, the inspector of normal schools and training classes and four special inspectors of drawing, Sanskrit, Arabic and Persian, and science respectively.

In 1908 the principle of placing each inspector over one of the nine revenue divisions was introduced, the inspector of the Kumaun division being also charged with the duty of inspecting the European schools throughout the provinces. But since the creation of the new Jhansi division, in 1911, this principle is no longer universally applicable, the districts of that division being still allocated for the purposes of inspection to the old revenue divisions, viz. Aligarh to Meerut, Farrukhabad and Etawah to Agra, and Jhansi, Jalaun, Hamirpur and Banda to Allahabad.

The inspectors have administrative control of all Government schools for general education in their divisions, and inspect and report upon all recognized state, aided and unaided English schools, and visit such unrecognized English schools as apply for recognition. In the course of their cold weather tours they are required to inspect such vernacular middle and primary schools as they can conveniently reach. They are in general control of all schools for general education within their divisions.

The assistant inspectors assist the inspectors in the administration and inspection of the schools of their respective divisions; but have vernacular education as their special province subject to the general supervision of the inspector.

The inspector of normal schools and training classes for vernacular schoolmasters inspects and reports upon all normal and practising schools in the provinces and is registrar of the normal school and training class examinations. He also inspects as many training classes as he can conveniently reach, visiting at least one in each district annually.

The special inspectors inspect either jointly with the inspectors or separately as many schools as they can in the subjects which they have been specially appointed to supervise. The inspector of industrial institutions administers, inspects and reports upon state industrial and technical schools, and inspects and reports upon aided and unaided industrial institutions.

The chief inspectress is in general charge of education for Indian girls throughout the provinces. She is in general control of all state schools for Indian girls and specially responsible for the Government Normal School for mistresses at Lucknow. She is also registrar of the Anglo-vernacular middle examination for girls. As far as possible she sees annually something of the work done in each division and herself periodically inspects the more important schools in large towns.

For the purposes of female education the provinces are divided into seven circles. The first circle comprises Bareilly, Budaun, Naini Tal, Almora and Garhwal. The second Dehra Dun, Saharanpur, Muzaffarnagar, Meerut, Bijnor and Moradabad. The third Muttra, Agra, Etawah, Etah, Bulandshahr and Aligarh. The fourth Lucknow, Rae Bareilly, Sitapur, Hardoi, Kheri, Bara Banki, Shahjahanpur and Pilibhit. The fifth Cawnpore, Banda, Hamirpur, Jhansi, Jalaun, Farrukhabad, Mainpuri and Unao. The sixth Fatehpur, Allahabad, Benares, Mirzapur, Jaunpur, Ghazipur and Partabgarh. The seventh Fyzabad, Gonda, Bahraich, Sultanpur, Gorakhpur, Basti, Azamgarh and Ballia. The inspectresses, who work under the orders of the chief inspectress, administer the Government model schools in their circles, and

not only inspect as many girls' schools and home classes, as they can reach, but endeavour to promote the spread of female education in their circles.

Anglo-vernacular education is the special province of the department of public instruction. Save where local circumstances make it unnecessary for the present, there is a Government high school in every district, which sets the standard in secondary education. Other high schools are maintained by private bodies with or without aid from Government. Anglo-vernacular middle schools are maintained by private bodies, and with the special sanction of Government by municipal boards and by district boards at a few places.

Vernacular education, middle and primary, with the exception of the Government normal and practising schools and municipal schools, is the special province of the district boards, who are responsible for supplying the educational needs of the district by maintaining or aiding as many schools as their resources permit.

The boards allocate the schools, establish and maintain boarding houses, appoint the teachers in accordance with certain rules as to qualifications, regulate scholarships and hold all endowments.

The deputy inspectors, assisted in almost all districts by sub-deputy inspectors, and numbering respectively 48 and 130, are the educational officers of the districts. Control of this service has recently been transferred from the boards to the Director of Public Instruction. The duties of the inspectors and assistant inspectors in regard to vernacular education include giving advice, seeing that standing Government orders are complied with, and scrutinizing the boards' budgets and programmes of expansion and educational projects.

In purely tuitional matters the orders of the Director of Public Instruction are final and a reference to the departmental authorities is required before any middle school is opened or closed.

Courses of  
instruction.

434. The course of instruction in primary vernacular schools comprises lessons in—

- I.—Language. (Urdu or Hindi.)
- II.—Arithmetic.
- III.—Geography.
- IV.—Drawing. (Optional.)
- V.—Object lessons. (Optional.)
- VI.—Physical exercises.

And in middle vernacular schools, also, lessons in—

- I.—Geometry and mensuration.
- II.—History.

At the end of the elementary stage of instruction an upper primary examination is held annually at each school *in situ* between the months of January and April.

The final examination for secondary vernacular schools in the vernacular final examination is held annually in March.

English  
schools.

In English schools annual promotion examinations from class to class are held under the superintendence of the head master. There are only two public departmental examinations. The first is the high school scholarship examination, appearance at which is not compulsory, which is held at the end of the upper middle stage for the award of Government scholarships to deserving scholars in the high section. The subjects included in the preparatory course are as follows :—

- I.—English.
  - (a) Literary course (text-books prescribed).
  - (b) Grammar.
  - (c) Composition and translation.
- II.—Mathematics.
  - (a) Arithmetic.
  - (b) Practical Geometry.
  - (c) Algebra—four simple rules and simple equations.
- III.—History and Geography.
  - (a) History—Brief sketch of Indian history.
  - (b) Geography: outlines of general Geography, Europe and Asia, with special reference to India.
  - (c) Physical Geography.

## IV.—Vernacular. (Urdu or Hindi).

- (a) Literary course.
- (b) Composition.

## V.—Optional subjects.

- (a) Classical languages; one of the following : Persian, Sanskrit or Arabic.
- (b) Drawing.
- (c) Manual Training.
- (d) Elementary Science.

The second examination is for the school-leaving certificate held at the end of the high stage, and conducted by a central examination board, and recognized by the Allahabad University as equivalent to the matriculation for qualifying for admission to the University.

The courses of instruction are as follows :—

## I.—Compulsory subjects.

- (1) English.
- (2) Mathematics, including arithmetic, algebra, geometry and mensuration.
- (3) The vernacular of the candidate.
- (4) History of India, including an outline of the present system of administration.
- (5) General Geography, outlines, including the elements of mathematical and physical geography, with geography of India in further detail.

## II.—One of the following optional subjects :—

- (1) Classical language :—Sanskrit, Arabic, Persian with Arabic and Latin.
- (2) Commerce.
- (3) Physics and Chemistry.
- (4) Physiography.
- (5) A further course of mathematics including Mechanics and Trigonometry.
- (6) Botany.
- (7) Agriculture with surveying.
- (8) Drawing.
- (9) Manual Training.
- (10) A modern European language.
- (11) Domestic Science.

Besides the written examinations there is an oral examination in English and a modern European language and a practical examination in science, commerce, manual training, and further mathematics.

In these examinations which are held at the schools the records of the work done both by teachers and scholars are inspected.

Some schools also prepare for the matriculation examination of the Allahabad University, which consists of the following course :—

- 1. English.
- 2. Mathematics.
- 3. History and Geography.
- 4. One or two of the following :—
  - (a) A classical language.
  - (b) An additional classical language.
  - (c) Physics and Chemistry.

And if only one subject is taken under 4, one of the following subjects :—

- (a) An Indian vernacular.
- (b) A modern European language.
- (c) Drawing.
- (d) Agriculture with surveying.

The University education as described in the annual calendar of the Allahabad University is given either in the Government colleges at Allahabad or Benares or in the aided or unaided colleges named in the calendar affiliated to the University.

435. For Indian girls the following institutions are provided :—

- (1) The Isabella Thoburn College, Lucknow, maintained by the M. C. Missionary Society and aided by Government, prepares for the degrees of the Allahabad University.
- (2) Anglo-vernacular secondary education is imparted in 27 aided and 3 unaided schools. There is no Government institution of this kind, but a middle school is maintained by the Lucknow municipal board.

Female  
education.

(3) Vernacular secondary education is given in the middle school attached to the Government Normal School at Lucknow, in 5 model girls' schools, and in two schools maintained by district boards, and in 9 aided schools.

(4) Primary vernacular education is given in 56 model girls' schools maintained by the state, and in a growing number of girls' schools maintained or aided by district boards.

The high schools prepare for the matriculation examination of the Allahabad University.

The middle schools prepare for the Anglo-vernacular middle examination. The vernacular middle schools may prepare for the vernacular final examination.

Europeans and  
Eurasians.

436. The education of European and Eurasian children is governed by the code of regulations for European schools. There is no state institution for such children. University education up to the degree standard can be obtained at any one of the colleges affiliated to the Allahabad University, among which is one for women only up to the degree standard and another up to the intermediate standard also for women only. Candidates can be prepared privately with the special sanction of the University at classes attached to the larger high schools. There are 29 high schools, 13 middle schools, and 10 primary schools. The final examination for the high schools is the high school examination, which is accepted for purposes of admission to the University.

Aided colleges  
and schools.

437. Aided colleges and schools are established by private persons and bodies, such as missionary societies, and receive maintenance grants-in-aid from the Government under certain conditions. The amount of the grants is regulated by (1) the kind of education given in the school, i.e. by the class of school, (2) the tuition expenditure which the managers are prepared to maintain, and (3) the average number of pupils under instruction. Special grants are also given for building and equipment.

Similarly sums of money are granted by the Government to aid local effort in maintaining schools for children of European descent who retain European habits and modes of life. The grants are made for buildings and maintenance to the managers conditional upon the attendance and proficiency of the scholars, the qualification of the teachers, and state of the schools.

Technical and  
industrial  
education.

438. Technical education is provided for in the Thomason Engineering College at Rurki, and the School of Arts and Crafts at Lucknow, both of which are state institutions. The Thomason College affords instruction in surveying, architecture, civil and mechanical engineering, and textile industries.

The School of Arts and Crafts provides instruction in the principles of art and design underlying the following crafts and industries:—

- (1) Metal work, large and small silver work, jewellery.
- (2) Wood-carving and gilding.
- (3) Stone-carving and sculpture.
- (4) Calico-printing and stencilling.
- (5) Lithography.
- (6) Iron-work, wrought and cast.
- (7) Drawing, painting, design and modelling.
- (8) Carpet-weaving.
- (9) Pottery.
- (10) House decoration.

Industrial education is provided at (a) the state industrial schools at Lucknow and Gorakhpur, which provide instruction in such industries as—

- (1) Carpentry.
- (2) Engine and machine fitting.
- (3) Moulding and casting.
- (4) Turning and machine work.
- (5) Cabinet-making.
- (6) Mechanical drawing.
- (7) Carriage examining.
- (8) Pattern-making.

- (9) Engine driving.
- (10) Electric wire work and fitting.
- (b) The Carpentry School, Bareilly, maintained by Government.
- (c) The Experimental Weaving Station, Benares, maintained by Government.
- (d) Eight weaving schools in the districts aided by Government.
- (e) A number of aided industrial schools, which train their pupils in miscellaneous trades and employments.

439. There are two training colleges for English teachers. One, which is at Allahabad, prepares graduates for the degree of Licentiate of Teaching of the University. The other, at Lucknow, prepares under-graduates for the departmental Anglo-vernacular teachers' certificate examination.

Training colleges and normal schools and training classes.

For training vernacular teachers there are six normal schools at Almora, Agra, Allahabad, Moradabad, Lucknow, and Gorakhpur, which prepare for the departmental vernacular teachers' certificate examination. These serve the needs primarily of secondary middle schools. For training teachers of primary classes, there are 109 district training classes maintained by district boards.

For the training of mistresses in European schools there are two training classes attached to All Saints' College, Naini Tal, and Woodstock College, Mussooree, which receive Government aid. For the training of mistresses in Indian schools there are the Government Female Normal School, Lucknow, and 8 training classes attached to aided and unaided secondary schools; and 6 training classes attached to certain model schools.

A departmental course of instruction has been drawn up for each type of training institutions.

440. There is a Reformatory School at Chunar, which is under the immediate control of a committee of visitors and of the general control of the Director of Public Instruction, in his capacity of inspector-general. The rules governing the institution are detailed in the Educational Code.

Reformatory School.

#### 56.—Education.

(For details see the annual report on public instruction for the year ending the 31st March 1912, and the table under the head "Education," part VII, Statistics of British India.)

441. It is satisfactory that this year has witnessed the allotments of large special grants for education. There was the non-recurring grant of Rs. 15,91,000 from the Government of India for education of all kinds, and there was the special recurring Darbar grant of seven lakhs, for primary education, with a recurring grant of Rs. 60,000 for improving the pay of secondary aided English school teachers, and a non-recurring grant of 3½ lakhs for college and school hostels. The university has also received a promise of three lakhs, non-recurring, and Rs. 45,000 recurring, from the Government of India with the object of enabling it to equip itself for teaching and research. Apart from this the most important events of the year are the opening of the King George's Medical College at Lucknow, the progress made with the University Senate House, which has been opened since the year ended, and the appointment of the last of the four special inspectors of drawing, oriental languages and science.

General.

442. In 1906-7 there were in all 15,642 institutions with 606,174 scholars; last year there were 15,525 institutions with 645,787 scholars; there are now 16,563 institutions with 712,000 scholars. The increase of public institutions since last year has been 249, of private institutions 783. The increase of scholars is 48,181 in public, and 18,032 in private schools. The percentage of scholars to the population of school going age has risen from 9.12 to 10.06; for boys the increase is from 16.21 to 17.79 and for girls from 1.31 to 1.67.

Number of institutions and scholars.

443. The total expenditure, direct and indirect, has risen to Rs. 1,07,92,838 from Rs. 93,30,223 or an increase of Rs. 14,53,615; the cost

Expenditure.

of education for head of population works out at 4 annas, as against 3·17 annas in 1910-11 and 2½ annas in 1906-7. Direct expenditure has risen from Rs. 60,93,255 to Rs. 66,45,414. The expenditure from public sources (provincial, district board and municipal revenues) is over 67 lakhs; fees account for 20 lakhs; and other sources for some 19½ lakhs.

## University.

444. The most important changes of the year in the University are the creation of a special board of studies in Biology, which has drawn up courses as far as the degree of M.Sc., the creation of separate boards for Physics and Chemistry, and the introduction of the degree of Doctor of Letters. As regards buildings, the Senate Hall has been completed, and at the end of the year there was a sum in hand sufficient to pay for the completion of this Hall and the Law College buildings. The expenditure slightly exceeded the income in this year; the figures were Rs. 1,68,749 (including Rs. 40,000 in the reserved funds), and Rs. 1,66,510 respectively. The financial outlook is not too reassuring; for though examination fees, the chief source of income, have risen, the gain is discounted by the introduction of new examinations, and the growing popularity of higher examinations which are not self-supporting. Further the interest on accumulated funds will come to an end when the buildings are finished, and there will also be heavier outlay on buildings, grounds, staff and establishment in consequence.

Collegiate  
education.

445. The number of students attending colleges, exclusive of those reading in European classes, rose by 370 to 3,299. The expenditure has risen to over eight and a half lakhs, of which three and one-fifth lakhs was contributed by Government. There has been satisfactory progress in the matter of college buildings; the outstanding instance is that of the Canning College which has been completely transformed; whilst St. John's College, Agra, has made progress with a very ambitious scheme which will ultimately make it one of the best accommodated colleges in India. During the past quinquennium the progress has been very great, and most large colleges have shared in it, notably the Canning, Meerut, Muir, Allahabad Christian, Bareilly, Queen's, Agra, St. John's and Central Hindu Colleges. In the matter of laboratories, libraries, residences for the staff and hostels—especially perhaps the first and last—there have been extensive additions. There are now 1,646 boarders as against 1,465 in 1910-11 and 1,060 in 1906-7, and some colleges, notably Aligarh, are not far removed from residential institutions; and the hostels are not only more numerous and larger, but provide much better accommodation than of old.

There are now sixteen recognized oriental colleges with 1,332 scholars as against fifteen with 1,276 in 1910-11. The Dar-ul-ulum at Lucknow has now joined this class. The Sanskrit College at Benares still maintains its pre-eminent position, and has recently been improved by the addition of the Sarasvati Bhavana Library, a memorial of the Royal visit to the college in 1906. There are five law classes, the same number as in 1910-11; but the number of students has risen from 447 to 559, of whom 304 are at the University Law College. At the Thomason Civil Engineering College there have been no changes of importance; but the lithographic and drawing departments have been kept continuously busy on plans and maps for the Delhi Darbar, and work for the Forest and other departments, whilst there have been some extensions in the shape of buildings for the staff. The numbers fell from 471 to 435. The King George's Medical College has already been referred to elsewhere; the first session began in October 1911 with thirty-two students (of whom two were women), including one M.Sc., 12 B.Sc.'s, and 17 who have passed the intermediate examination in Science.

Secondary  
education.

446. The total number of secondary schools for Indian boys has risen by 10 to 545; of these 102 are Anglo-vernacular schools, with 42,611 scholars, against 40,443 in the previous year. Of these 6,384 or 87 more than in 1910-11 were in the high section. There are 83 English middle schools with 10,284 scholars. There are 375, or four more, vernacular middle schools with 45,378 scholars as against 44,626 in 1910-11. The expenditure on Anglo-vernacular schools rose from Rs. 14,36,731 to Rs. 15,97,847 or by Rs. 1,61,116; the cost per scholar was Rs. 38-2-0. The

expenditure on vernacular secondary schools rose by Rs. 14,701 to Rs. 4,40,411: the average cost per scholar is now Rs. 10-3-0 as against Rs. 9-14-0 in 1910-11, of which only Rs. 2-5-0 was paid in fees. There were 1,993 candidates for the matriculation examination as against 2,191 in the present year, a result due to the growing popularity of the school-leaving certificate examination: of these however only 697 passed as against 947 in the previous year. For the school-leaving certificate examination 45 schools as against 39 were recognized; and there were 1,189 candidates as against 946 of the previous year. In the year under review 539 candidates passed. The number of candidates for the vernacular final examinations rose to 9,448 from 8,348; of whom only 46 per cent. as against 71 per cent. passed, a decrease due to a greater reality in the test of knowledge imposed. There were 50 girl candidates of whom 19 passed. Some of the chief buildings carried out during the year were a high school at Basti and hostels at the Lucknow Jubilee and Meerut Government high schools, and laboratories at the Muttra and Mirzapur high schools.

447. The total number of primary schools for Indian boys rose from 9,059 to 9,251; and of scholars from 439,693 to 480,338. In 1910-11 Government instituted an inquiry into the causes of the great decline in numbers in 1909-10. It cannot be said that the reasons for this decline are even now altogether clear but the inquiry has at least shown that the cause of the reduction of scholars in that year was not mainly the reduction of expenditure on primary education. The bulk of the decrease took place in the divisions of Benares and Gorakhpur, and in the latter the decrease in expenditure was small and cannot be held to account for the large loss of scholars. In the former contraction of expenditure was undoubtedly responsible for part of the decrease, but this was due to some of the boards having in previous years incurred expenditure without regard to their financial position. But even in the Benares division the loss of scholars was by no means in proportion to the decrease in expenditure, and there seems good reason to believe that the figures of the previous year were to some extent fictitious. In both divisions plague was undoubtedly a contributing factor, but the most generally operative cause was neither the visitation of plague nor the contraction of expenditure. The period 1905-1908 was one of rapid expansion which was not always carried out on sound lines. In a number of districts schools were opened which did not justify their existence and had, when the boards came to examine their position more carefully, to be closed.

Primary  
education

The year 1911-12 has witnessed another considerable expansion which, it may be hoped, is the result of sounder methods than the previous one. The expenditure (direct) is now Rs. 18,46,101 on primary schools, as against Rs. 17,75,484 in 1910-11. There is now rather more than one pupil in the upper primary stages to nine in the lower primary, or over 10 per cent. of the total number.

448. The qualifications of teachers in Anglo-vernacular schools continue to improve, though the material is not the best available, for the best graduates do not yet take up the teaching profession. At the Training College at Allahabad (higher grade) 80 per cent. of the students were placed in the third division in the examination for their degree. There were 30 candidates for the degree of Licentiate in Teaching of whom 28 passed. The course at the Lucknow College (lower grade) was successfully completed by 47 students. There were 466 students in the normal schools, and 649 in the special training class. Of these, 620 candidates appeared for the final examination and 550 gained a certificate. There are now 18 training schools or classes for mistresses with 161 scholars.

Training and  
supply of  
teachers

449. There are at present 35 technical and industrial schools with 1,671 students, as well as one commercial school with four students. A beginning has been made with the technological institute at Cawnpore in its revised and more modest form: a site has been chosen and the land secured, and the buildings commenced. The industrial school at Lucknow has progressed along the same lines as last year, with the addition of a painting and polishing class, and the motor car training class from Roorkee. The Indus-

Technical  
education.



flourishing, and the latter's accommodation will probably be doubled. The School of Arts and Crafts at Lucknow has also made an excellent start. The eight weaving schools are also successful, though not yet self-supporting; they do not however attract members of the weaving classes, and to some extent lead to over-production: but the whole question of their position and prospects is still uncertain. Steps have been taken by several factories to provide educational facilities for their half time juvenile operatives. There are commercial departments both at St. John's College, Agra, and the Reid Christian College at Lucknow, which have, as usual, flourished exceedingly: and there is a young department of the same kind at the Meerut College. There are also good night schools for European and Anglo-Indian apprentices belonging to the Oudh & Rohilkhand Railway and the Great Indian Peninsula Railway.

**Female  
education.**

450. The total number of institutions of all kinds for the education of Indian girls has risen from 1,251 to 1,266, and of scholars from 46,912 to 52,316, of whom 40,045 are reading in girls' school: the rest are reading in boys' schools. The whole increase is in public institutions. The Isabella Thoburn College at Lucknow is still the only institution of its kind and continues to do excellent work: last year its enrolment was 30 in the college, 13 in the normal school, and 211 in the high school. In Anglo-vernacular education there are still only four regular high schools; but there is beginning to be a demand for education higher than the middle standard. There are 27 Anglo-vernacular middle schools with 3,393 scholars of whom 557 are in the high stage. There are 17 vernacular middle schools with 1,577 students. The teaching of English for reasons of health has now been forbidden below the third class. In primary schools the number of students has increased. Though it cannot be said that there is any marked change in the position as yet, it is noteworthy that there is a gradual desire in the direction of giving more education to girls, as well as education to more girls. This is especially evinced in the steady tendency for primary schools to rise from the preparatory to the lower and even to the upper primary standards.

**Education for  
special classes.**

451. As regards Europeans and Anglo-Indians there are now 70 institutions (including 14 special departments) with 4,694 scholars. The expenditure was Rs. 11,61,981. Hindu students have increased in numbers from 482,156 to 561,998, and Muhammadans from 111,042 to 134,375, or by 16.6 and 21 per cent. respectively; in female education the Muhammadans have fallen back from 10,188 to 9,159, whilst Hindus have advanced from 27,143 to 39,063. At the Colvin Taluqdars' school money has been freely spent (Rs. 54,502 were spent in 1911-12 as against Rs. 7,000 in 1906-7) and the enrolment has risen from 40 to 43.

**57.—Literature and the press.**

(See tables under head "*Printing Presses and Publications*," part VII, *Statistics of British India*.)

**Literary  
publications.**

452. There has been a sudden drop in the number of publications from 2,145 to 1,697. The decline is general as regards the languages in which the books are published, but Hindi has suffered the smallest relative decrease. The number of religious books, whether in prose or poetry fell from 681 to 530. Vedic literature has declined by some 66 per cent. Puranic literature has obviously a small but steady number of students as the number of reprints show. Of modern poems the most remarkable is the *Rama Khanda*, of which the last canto was published this year: but its quantity is more remarkable than its quality. Religious polemics are less violent than of old. The Arya Samaj publications are devoted chiefly to refutation of western criticisms and cow protection. Sanskrit publications generally consist of new editions of old standard works mostly philosophical: Islamic literature consists chiefly of reprinted Urdu and Persian translations from Arabic. The parasitical literature of guides, keys, companions, &c., especially of history and geography is the highest on record. The only two real historical works are a second edition of Pandit Ram Dās's *Vedic India*, and Shams-ul-Lulama Shibli

Nomani's vindication of Aurangzeb; the treatment of this latter subject is scholarly. An interesting book is the epic *Santhi Natha*, which was composed about 1350 A.D. and is now for the first time published. Little of importance has been done in science save a reprint of Pandit Sudhakar Dube's edition of the *Maha Sidhanta* (astronomy). Of legal works (which are as usual mostly law reports and digests), two more volumes of Mr. Agarwala's Lawyer's Vado Mecum are the most important. The poetical output consists partly of reprints of classics, partly of cheap ballads: the latter display but little literary merit, whilst the erotic poetry did not attain a higher standard. The decline of fiction of a gross and licentious character gives no cause for regret. The dramatic works of the year are dull though they include a Jaina drama said to be 700 years old. Philosophy consists chiefly of classical reprints with commentaries or translations; works on Vedanta and the Bhagawad Gita are most in evidence, but a new edition of the fifth part of the works of Swami Vivekananda is the most important. Of political works there are few, and none of note, save a translation of Vambery's chapter on the *Future of Islam*. Of periodicals, the "*Central Hindu College Magazine*," "*Indian Thought*," the "*Jainia Vasovijaya Granthamala*," the "*Hindustan Review*" and the "*Saraswati*" are the most notable for literary quality.

453. The number of newspapers and periodicals published in the United Provinces was 227, of which 160 were reviewed as against 137 in 1910. Of these 15 were in English, 81 in Urdu, 59 in Hindi, and one each in Anglo-Urdu, Anglo-Hindi, Anglo-Bengali, Hindi-Urdu and Arabian Urdu. Of the papers reported on 147 were in circulation at the end of the year: 23 were added to the list of reported publications; of those 16 were received for the first time and seven were transferred from the non-reported list. Twelve papers which existed prior to 1911 ceased to exist during the year. Of the new periodicals, the *Shubh Chintak* (Hindi) and *Al Mushir* (Urdu) are the most important. One new paper did not survive the year.

The Indian  
press.

454. The Government had no occasion to take action in respect of any newspaper under the Press Act, though security was demanded from four periodicals. The tone of the papers continued to improve, and it is no longer necessary to lay stress on the existence of a loyalist section of the press. The Muhammadan papers were generally correct in tone, though they discussed matters in which their community was concerned with considerable independence and outspokenness.

Tone and  
policy.

Both Hindu and Muhammadan papers evinced some interest in Turkish and Persian affairs, whilst the Italo-Turkish war attracted general attention. The Moroccan crisis, Lord Kitchener's appointment in Egypt and the awakening of China also excited interest. The Coronation Darbar and the grant of the Darbar boons made a profound and favourable impression: whilst the treatment of Indians in the colonies evoked considerable indignation. Much attention was given to the employment of Indians in the higher grades of public service and to the fulfilment of their political aspirations. The position of native states, the separation of the judicial and executive functions, the system of recruitment and training of the judiciary, and the virtues of the *panchayat* system were also freely referred to, whilst the police were subjected as usual to a criticism more vigorous at times than accurate. The press once more urged the abolition of the excise duty on cotton, the reduction of military expenditure and the imposition of a duty on foreign sugar. The system of municipal elections was freely discussed, together with Government's suggestions to secure adequate representation of Muhammadans on municipal and district boards. In the domain of education the liberal provisions made in 1911-12 for education were much appreciated. The restrictions regarding the admission of students and the Lucknow Medical College, and the reservation of all its higher appointments for members of the Indian Medical Service came in for some criticism, whilst the Muhammadan and Hindu University schemes were freely dealt with. The census gave rise to much discussion with regard to the classification of the depressed classes and the well worn "language" controversy. Marked interest was taken in the proceedings of the legislative councils;

the Elementary Education and Special Marriage bills excited a great deal of controversy. The cow protection movement once again became a standing topic. The raising of the depressed classes, and the usual social reforms were strongly advocated by many. The Muhammadan papers made some attempts to effect a religious revival, and urged the need for organized missionary endeavour.

#### 58.—Literary societies.

No literary societies proper.

Educational and other quasi-literary societies.

455. Literary societies in the English sense of the term can hardly be said to exist in the provinces. But nearly every district has one or more reading rooms, where periodicals are taken, and some districts have very fair libraries. The best library, which is of provincial importance and largely subsidised by Government, is the Thornhill Library, Allahabad.

456. Religious and social societies are most numerous in Allahabad, Benares, Muttra, Lucknow and Aligarh. The Arya Samaj, the Kayasthas, and the Musalmans have societies in the head quarters towns of most districts, and one of their objects is to encourage education generally. Branches of the Sanatan Dharma Mahamandal are to be found in several districts. Among the societies which have more directly literary aims may be mentioned the Sri Brahmvarti Sanatan Dharma of Allahabad and Cawnpore which promotes Sanskrit literature, the Persian Society, Aligarh, and the Nagari Pracharini Sabha of Benares. The last-named society was established in 1893 with the object of enriching the Hindi language and literature, and has now more than a thousand members. Besides maintaining a library, publishing three periodicals (one of them under Government patronage), and books, the society is engaged in the search for old Hindi manuscripts and is compiling a comprehensive Hindi dictionary. Both of these enterprises have been subsidised by Government.

#### 59.—Arts and sciences.

(For details see the annual report on the Lucknow museum for the year ending the 31st March 1912.)

457. The collection of skeletons in the Lucknow museum was handed over to the Canning College; and that of illuminated manuscripts to the Public Library. The collection of modern art and specimens only remain to be transferred. Progress has been made with the classification, labelling and arrangement of the exhibits and in consequence the archæological section of the museum was thrown open to the public. Seven hundred and thirty-nine specimens, mostly archaeological and numismatic, were added to the collections in the museum, of which all but two were presented by institutions and individuals. Twelve pieces of gold jewellery, some of which are as old as the Maurya period, and a number of coins of all periods were amongst the most valuable of these. The receipts from all sources amounted to Rs. 582 and the expenditure to Rs. 11,714; the cost to Government of maintaining the museum was therefore Rs. 11,332.

## CHAPTER VIII.—ARCHAEOLOGY.

### 60.—Archaeology.

*(For details see the annual reports of the Superintendent, Muhammadan and British Monuments, Northern Circle, and of the Superintendent, Hindu and Buddhist Monuments, Northern Circle, for the year 1911.)*

458. Rupees 69,461 was spent on the conservation of Muhammadan and British Monuments during the year as against Rs. 57,028 in 1910. Of this a sum of Rs. 8,268 was devoted to the conservation of Akbar's Palace in the Fort at Agra, Rs. 8,237 to providing an electric installation at the Taj, Rs. 4,831 to the conservation of Mariam's Tomb at Sikandra, Rs. 5,421 to repairing the Palaces at Fatehpur-Sikri, and Rs. 10,769 to the restoration of the Zanana Palace in Allahabad Fort. Conservation.

Rupees 14,752 was spent in this province on the preservation of Hindu and Buddhist Monuments. The well-known Dhamekh stupa at Sarnath near Bonares, the ancient brick temples at Bahua and Tinduli in Fatehpur district, and the completion of the Archaeological museum at Sarnath were the most important works undertaken.

459. Some excavations were in progress at Kasia in the Gorakhpur district and some interesting buildings (monasteries, a shrine, &c.) were discovered. Exploration.

## CHAPTER IX.—MISCELLANEOUS.

### *St Ecclesiastical jurisdiction.*

Church of Eng-  
land.

460. By the statute 53, George III, chapter 155, provision was made for the appointment of a single Bishop for the whole of India, and the Sovereign was empowered to grant to the Bishop such ecclesiastical jurisdiction and the exercise of such episcopal functions as might be thought necessary.

Under the authority of this statute, letters patent for the Bishopric of Calcutta were issued under date the 2nd of May 1814. By letters patent, dated 7th day of September 1892, the province of Oudh and the districts of Jhansi and Jalaun were erected into an independent episcopal see, taking its title from Lucknow, and provision was made for the exercise of authority by the Bishop of Lucknow over the remaining portion of the North-Western Provinces under the terms of a commission to be issued by the Bishop of Calcutta. Such commission was issued to the present Bishop of Lucknow under date December 23rd, 1910. Accordingly the Bishop of Lucknow has independent ecclesiastical jurisdiction over all members of the Church of England in Oudh and the districts of Jhansi and Jalaun by virtue of his letters patent; and has deputed ecclesiastical jurisdiction over all the members of the Church of England in the remaining portions of the region formerly known as the North-Western Provinces and now known as the Province of Agra by virtue of the commission.

The see of Lucknow is subject to the metropolitan jurisdiction of the Bishop of Calcutta, and the sees of Lucknow and Calcutta are both subordinate to the archiepiscopal see of the Province of Canterbury.

Church of  
Scotland.

461. Appeals from the Kirk Sessions of the Scottish Church in the United Provinces of Agra and Oudh lie to the Presbytery of the United Provinces, consisting of all ministers of the Church of Scotland within its bounds holding appointments of the church and one elder sent by each Kirk Session within its bounds. Higher authority is exercised in ascending order by the Synod for India, which consists of all members of Presbytery and Elders, who at any meeting present a valid commission to attend the Presbytery, and Synod, though it may not have been presented to the Presbytery and the General Assembly of the Church of Scotland in Scotland.

Persons licensed or ordained in Scotland are subject to the spiritual ecclesiastical jurisdiction of courts in Scotland in regard to discipline for censurable offences.

The Presidency Senior Chaplain, Bengal, is the official representative of the church in communication with the Government of the United Provinces.

Church of  
Rome.

462. Up to 1886 the Roman Catholic Church was represented in the former North-Western Provinces and Oudh by the Vicariate Apostolic of Tibet-Hindustan which was erected in 1820 by Pope Pius VII. The headquarters of the Vicar Apostolic were at Agra, and he exercised ecclesiastical jurisdiction over Roman Catholics throughout the North-Western Provinces and Oudh and the Punjab. The Vicariate Apostolic of Patna was founded in 1845 and included the eastern portion of the North-Western Provinces and Oudh. The Kumaun division was taken from the Agra Vicariate in 1879 and added to the Vicariate of Patna.

By a *Concordat* concluded in 1886 between the Crown of Portugal and the Vatican for the regulation of ecclesiastical jurisdiction in the East Indies, and by virtue of the Bull "*Humanae Salutis Auctor*," dated 1st September 1886, emanating from His Holiness Pope Leo XIII, the patronage of the Roman Catholic establishment, formerly vested in the King of Portugal, was placed directly in the hands of the Holy See, by whom the Bishops were then appointed immediately (or without recommendation from Portugal). They succeeded to their sees no longer as Vicars Apostolic but as Ordinaries in a fuller canonical sense. The Vicar Apostolic of Agra

was raised to the dignity of Metropolitan and became Archbishop of Agra; the Vicar Apostolic of Patna became Bishop of Allahabad in which town was fixed the see of the former Vicariate. The Archbishop of Agra was given as his suffragans the Lord Bishop of Allahabad, the Lord Bishop of Lahore, the Prefect Apostolic of Kashmir and Kafristan, the Prefect Apostolic of Rajputana, and the Prefect Apostolic of Bettiah.

About the end of 1886 His Holiness Pope Leo XIII sent out to India a special delegate, Monsignor Agliardi, to proclaim and inaugurate the hierarchy established by the Bull "*Humanae Salutis Auctor*" of 1st September 1886. This was done for Northern India at Allahabad on the 24th February 1887 in the presence of several Indian Bishops United in council under the presidency of the Papal delegate. Dr. M. A. Jacobi, Vicar Apostolic, was created and proclaimed first Archbishop of Agra and Dr. Francis Pesci first Bishop of Allahabad. Dr. Charles Gentili, the present incumbent at Agra, is the third Archbishop in succession, and Dr. Petronius Gramigna the fourth Bishop of Allahabad since the establishment of the hierarchy.

In 1910 Pope Pius X. erected the Archbishopric of Simla, and assigned to this new Archdiocese the tract of country running from Simla to Hissar and including among other places the towns of Simla, Ambala and Patiala. By this act the Archdiocese of Agra and that of Lahore were dismembered, and the jurisdiction of their Bishops withdrawn from the detached territories. Except for Delhi and some minor places in the Punjab, the jurisdiction of the Archbishop of Agra is now mainly restricted to the western half of the United Provinces. Dr. Anselm Kineally was nominated first Archbishop of Simla and took possession of his see in May 1911.

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#### 62.—Ecclesiastical.

463. The year was uneventful.

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#### 63.—Stationery.

464. The total value of stationery stores supplied in 1911-12 to this province was Rs. 4,19,541 against Rs. 4,33,535 in the preceding year, a decrease accounted for by the fact that typewriting machines were paid for by the provinces direct. The purely stationery items showed an increase of Rs. 10,519. Including the cost of typewriting machines, the increase was Rs. 8,408. The value of stationery issued to printing presses increased by Rs. 1,068 to Rs. 3,21,219, and to indenting officers by Rs. 9,451. The chief increase is in the department of police, due to the supply of carbon papers for the duplication of case diaries.

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#### 64.—General miscellaneous.

465. The receipts of the Government Press were Rs. 1,32,257 or only Rs. 395 less than in 1910: the expenditure declined from Rs. 6,89,624 to Rs. 6,59,744. The value of the work done was Rs. 5,89,278 as against Rs. 6,19,454 in the preceding year, a decrease of Rs. 30,176. The cost per page was Re. 1-5-4 as against Re. 1-3-2, an increase due to a change in the method of accounting. Printing work to the value of Rs. 18,349 was given out to private firms. The number of books received under the Press and Registration of Books Act during the year was 1,699, of which 1,158 were original editions and the rest reprints. The copyrights of 288 books were registered. The new Press Office was practically completed during the year, but final arrangements for the transfer of the clerical staff cannot be made until the necessary furniture has been provided.

Government  
Press.